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ABSTRACT

The manual is a compendium of ideas, techniques, and procedures regarding book and library activities that have been formulated and tested in developing countries during recent years, primarily in the 1960's. The body of the manual is divided into two main parts. Part One provides general background on needs and practices. Part Two describes activities, programs, methods, and techniques for implementation that have been employed in the creation and conduct of book-related programs and projects in the developing world. (MM)

NOTE

Due to delay in final completion and reproduction of this manual, there are some sections in the exposition which are already out of date. For example:

1) In addition to the activities outlined herein, UNESCO is presently paying significant attention to the newer educational approaches and techniques; and the role of the printed word therein is a significant aspect.

2) Similarly, the OECD's Center for Educational Research and Innovation is carrying forward activities relating to published materials application in the educational process.

3) The U.S. publishing industry's two major associations (American Book Publisher's Council and American Textbook Publishers' Institute) have now merged into a single entity, the Association of American Publishers.

4) Franklin Book Programs, Inc. has passed through a period of restructuring and change in its staff, its program objectives and in the activities which it undertakes. Franklin plans increasing attention to the development of effective educational materials in published form for overseas utilization. As policy, it is moving away from its earlier concentration on the translation of U.S.-source materials in indigenous languages of the developing nations**, though substantial translation work continues.**

5) There have been significant changes in AID's own book activities. For example, the former "Central Book Activities" Unit was discontinued; and the Agency now provides relatively little centrally-funded support to USAID book activities. The Contractors for AID book and periodicals procurement and the discounts offered are subject to year-to-year changes. The present book procurement Contractor is Key Book Company of New York. Note: Any questions relating to USAID procurement of books or periodicals should be referred to AID's Office of Procurement, Industrial Resources Division.

There are, of course, many other recent changes, as is to be expected in an area as complex and dynamic as the application of the printed word in the overseas economic development process. Hence, the users of this manual may wish to contact directly the organizations or institutions noted, for appropriate additional detail on their current activities and goals.

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MANUAL ON BOOK AND LIBRARY ACTIVITIES IN DEVELOPING COUNTRIES

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AGENCY FOR INTERNATIONAL DEVELOPMENT

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PREFACE

In June, 1968, the Agency for International Development (AID) entered into Contract AID/csd-2156 with the Research Foundation of the State University of New York (SUNY) for the preparation of a "Guideline Manual" which would "provide assistance to AID Missions, host country officials and representatives of other foreign donor entities, interested in conceiving and framing sound and useful book activities for the enhancement of economic development."

This manual is the end-product of the subject contract. It is a compendium of ideas, techniques, and procedures regarding book and library activities that have been formulated and/or tested in developing countries during recent years, primarily the 1960's.

The information contained in the manual has been derived from a variety of sources, the most important of which were: (1) the files and record of the Central Book Activities unit of the Agency for International Development (AID); (2) interviews and meetings with personnel from U. S. Government agencies, non-profit private foundations, and international organizations which have responsibility for book and library programs and projects, with officials of book and library associations, and with book publishers, distributors, and printers; (3) the 17 AID-sponsored country surveys of developmental book activities and needs conducted between 1964 and 1967; and (4) other available published and unpublished material of value.

The guidelines manual is the combined product of the State University of New York and of Wolf Management Services, which subcontracted much of the work of the project. Stanley A. Barnett, Director of International Operations of Wolf Management Services in New York City, headed the team's efforts in the book-related aspects of the manual; Roland R. Piggford, Assistant Professor at the State University of New York's School of Library Science in Albany, headed the work on its library-related portions. Final editorial work was done by Ivan Putman, Jr., of the State University of New York Office of International Studies and World Affairs.

In general, the manual follows the detailed subject area outline developed by George E. Sadler, who as Chief of AID's Central Book Unit from the time of its inception in 1962 until 1968, helped formulate and carry through many of the activities described herein, and who conceived the idea for the guideline manual. The structure and scope of the manual also reflect ideas contributed during the formative stages of the project by Nasser Sharify, Dean of the Graduate School of Library and Information Science of Pratt Institute in Brooklyn, N. Y. The work of the authors was greatly facilitated by the many individuals in Government and in the education, book, and library communities who provided insights and access to information.

The body of the manual is divided into two main parts:

Part One, Chapters I through V, provides general background on needs and practices, dealing with (1) the role of books in the national growth process, (2) summaries of the major book needs in Africa, Asia, and Latin America, (3) summaries of developing-country book and library programs and projects of major foreign donors, including the U. S. Government and semi-Governmental agencies, private organizations, other governments, and international agencies, and (4) policy statements and implementation directives which guide AID and some other U. S. Government agencies in international book and library activities.

Part Two, Chapters VI through XIV, describes activities, programs, methods, and techniques for implementation that have been employed in the creation and conduct of book-related programs and projects in the developing world. It covers (1) book subsidy programs and projects, (2) donated book activities, (3) library development activity and training, (4) book and periodical procurement services, (5) activities to create or strengthen local book industry capabilities, (6) regional book development or translation centers, (7) textbook programs in developing countries, (8) actions to build or strengthen book-related institutions, and (9) financing book industry development.

Often in the body of the manual, the term "book" is used in an enlarged sense to mean any item in printed form for instructional and developmental purposes. Thus periodicals, journals, brochures, and pamphlets frequently are included in the category.

No compendium of book needs and activities in the developing countries can hope to be complete. But even within the limited parameters of the project, the manual is less detailed than the authors had hoped, due to gaps in available written or printed information relating to such programs and projects, and to the relatively recent dispersal abroad or departure from AID of personnel who were instrumental in initiating or carrying out many of the projects that have been undertaken.

There is intentionally some repetition in the manual's content. The same project or program may be mentioned in several different contexts to which it has relevance. This is particularly true of major programs which include several types of book-related activities. The index should assist the reader in finding the several references to a given program.

The intent in this manual is to review the concepts of book programs in developing countries, and to give brief descriptions of representative activities contributing to book development chosen from the many projects and programs that have been carried out throughout the emerging world. The manual should be a source of useful ideas for officials seeking to solve book problems, but does not give details concerning particular techniques or programs. References to bibliographic sources and to public and private agencies and organizations that have carried out programs in the past should provide access to detailed information about their activities, and to sources of advice and assistance in planning and administering new programs.

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LIST OF ABBREVIATIONS AND SYMBOLS

ABBREVIATIONS

Abbreviations commonly included in dictionaries of the English language have not been listed.

AAUP	American Association of University Presses
ABA	American Booksellers Association
ABPC	American Book Publishers Council
AEPI	American Educational Publishers Institute
AID	Agency for International Development, U. S. Department of State
AID/W	Agency for International Development, Washington Office
ALA	American Library Association
AUP	American University Press Book Project
AV	Audio-Visual
BDC	Book Development Council, Ltd. of the United Kingdom
CENTO	Central Treaty Organization
COLTED	Commission for Textbooks and Technical Books - the supervising agency of the National Textbook Program of Brazil
DHEW	Department of Health, Education, and Welfare of the U. S. Government
ETV	Educational television
Eximbank	The Export-Import Bank of Washington
FAO	Food and Agricultural Organization of the United Nations
FCIA	Foreign Credit Insurance Agency
FFF	Food for Freedom Service, Office of the War on Hunger, U. S. Agency for International Development
FY	Fiscal Year for U. S. Government operations
IBRD	International Bank for Reconstruction and Development, commonly known as the World Bank
IDA	International Development Association
IFC	International Finance Corporation
ILO	International Labor Organization of the United Nations
IMG	Informational Media Guarantee Program of the U. S. Information Agency
IRANDOC	Iranian Documentation Center
KLA	Korean Library Association
KORSTIC	Korean Scientific and Technical Information Center
M. O.	Manual Order - an official directive of the U. S. Agency for International Development
NAS	National Academy of Sciences of the United States
NDRL	National Development Reference Library
NSF	National Science Foundation of the United States
N. Y.	State of New York
OAS	Organization of American States
ODECA	Organization of Central American States
OECD	Organization for Economic Cooperation and Development

PAU	Pan American Union, secretariat of the Organization of American States
Ph.D.	Doctor of Philosophy degree
P. L.	Public Law of the United States - usually used with the number of a specific legislative act
ROCAP	Regional Office for Central America and Panama in the U. S. Agency for International Development
RTAC	Regional Technical Aids Center
SEAMES	Southeast Asian Ministers of Education Secretariat
SPIL	Society for the Promotion and Improvement of Libraries - Pakistan
TAICH	Technical Assistance Information Clearing House of the American Council of Voluntary Agencies for Foreign Service, Inc.
TLA	Thai Library Association
UDC	Universal Decimal Classification - used in libraries
UK	United Kingdom
UN	United Nations
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
U. S.	United States of America
U. S. A.	United States of America
USAID	Designation for U. S. Agency for International Development Missions in developing countries
USBE	United States Book Exchange
USIA	United States Information Agency
USIA/ICS	United States Information Agency, Information Center Service
USIS	United State Information Service - the designation for USIA offices outside the United States
USOE	U. S. Office of Education, Department of Health, Education, and Welfare
USOM	United States Operations Mission, an older designation for AID missions in developing countries which is still retained in a few countries
VITA	Volunteers for International Technical Assistance, Inc.
WHO	World Health Organization of the United Nations
World Bank	International Bank for Reconstruction and Development

SYMBOLS

¢	U. S. cents - 100 cents equal $1.00
%	Percent

PART ONE

GENERAL BACKGROUND ON NEEDS AND PRACTICES

CHAPTER I

THE ROLE OF BOOKS IN THE NATIONAL GROWTH PROCESS

Manual Order 1612.69.3* of the United States Agency for International Development (AID) points out that "books are one of the major factors in building the human resources required for the political, economic, and social development of a nation. They are a tool for stimulating both leaders and the general public in thinking about political, economic, and social issues. They offer information which is vital for a balanced understanding of the processes with which an emerging nation has to deal. They are a record of action taken in dealing with social and economic problems. They serve as a medium for the transfer of knowledge and know-how in the education and training process, within a generation and between generations."

For the developing countries, where more than two-thirds of the world's population live, books are a most important and often the only practical tool through which its citizens can develop en masse the knowledge and skills required to accelerate the national growth process effectively. Precisely because there is an acute need in these countries for the books essential to educational growth and general social progress, and for libraries which can facilitate acquiring and using the technology of the modern world, the U. S. Government declared in the Presidential National Policy Statement on International Book and Library Activities in January, 1967, that it is prepared to give full and vigorous support to a coordinated effort in the field of book and library development.

Books have two distinct roles in communicating the kinds of knowledge and skills needed for national growth. One is the dissemination of such information within the developing country; the other is the transmission of required information from developed countries to the developing country. The latter function is the simpler--it requires only that books published in technically advanced countries be readily available, understood, and purchasable. Far more difficult and complex is the problem of creating and using books to disseminate information and skills within a developing nations.

Book development in a country reflects a number of factors, among which are the educational system, agricultural patterns, economic considerations, and political realities. In some nations there is greater reverence for learning and education than in others. A nation that respects education tends to be more receptive to the printed word through which learning is so effectively communicated, and it develops the "reading habit" more easily and in greater depth.

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*M. O. 1612.69.3, "The Use of Books in the AID Program," January 19, 1967, is detailed in Chapter V, Section B, of this manual.

A. THE EDUCATIONAL SYSTEM AND BOOK USE*

The educational system in the number of books it uses, and the way in which it uses them, is a predominant factor in shaping the book market in the developing world. Fully 80% to 95% of the number of books produced in and imported by developing nations are textbooks and other books directly related to the formal educational system. In general, educational publishers, both private and public, are the key publishers in a developing country, and without educational publishing the industry would cease to exist.

In spite of that fact, AID and all qualified observers agree that textbooks constitute the paramount immediate book need in most developing countries. The limited availability of textbooks, now and in the foreseeable future, stultifies educational effort and thus constitutes an impediment of significant proportions to national aspirations and goals and the achievement of economic potential. It is easy to proclaim that textbooks are invaluable tools for development, as they are, and that governments should, therefore, move forward promptly with priority programs to see that school children have books. This manual reaches just such a conclusion. However, it is important to realize that host governments, faced by a complex series of economic, political, and population pressures, frequently have curtailed expenditures for education; and that even when education has received relatively substantial funding, rapidly increasing enrollments often have diverted immediate concern to the construction of schools and the training and employment of teachers. It is a matter of record that books have tended to be neglected, even though in the economy of education the cost of books is very low in relation to their educative value.** "Educating" developing-country authorities to the importance of books can be a difficult assignment.

One must also realize that the textbooks now found in almost all developing countries are quite different in content and use than those in the United States and many other technically developed nations. In most instances the quality of the textbooks in the developing world leaves much to be desired by modern educational standards.

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*This section focuses almost exclusively on textbooks, to the exclusion of supplementary books and other forms of instructional material, because the latter are all but unused in most developing nations.

**In the United States, possibly the world's most extensive user of instructional materials, the 1967 expenditures for textbooks, supplementary books, and other printed educational materials, including laboratory manuals, workbooks, tests, etc., was less than 2% of the total expenditure on education. Public, educational, and private book purchases of all kinds, including school and college library purchases, are included in the percentage.

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In the United States, the word "textbook" is today a misnomer. Seldom is a course of study adequately served by a single book. Instead the term refers to an array or family of printed materials of instruction and other learning media, of which the textbook is ordinarily the coordinating and organizing element. Textbooks, together with other printed materials of instruction, are expressly designed to meet classroom needs and to implement and advance specific courses of study. The U. S. textbook is the learner's most personal and intimate instructional device, addressed directly to him by the author; and no pupil in a class is adequately equipped with the tools of learning unless he is provided with his individual copy.

In its best form the textbook contains the concepts, ideas, facts, generalizations, and abstractions germane to the subject matter being presented. It is often accompanied by a teacher's manual, workbooks, and objective tests. The textbook contains an organized body of knowledge arranged in graded sequence so that through consecutive volumes at different grade levels the student undergoes a sequential system of instruction. Some U. S. textbook series are graded both for achievement level and grade level, and there are multi-level texts to compensate for individual differences. Textbooks are usually supplemented by classroom and library reference works and supplementary reading material for the use of gifted and disadvantaged students.

This view of the textbook is not readily accepted by educational authorities in many parts of the developing world where school books also reflect the educational system in which they are used, and are much more limited in their role in the learning process. If, as is too often the case, educational authorities stress rote memorization and recitation, the textbook serves merely as a compendium of the knowledge needed for passing an examination, instead of as a multi-purpose teaching and learning tool. Other developing-country educational authorities place the textbook in some intermediate position between the compendium of information and the organizing guide to a sequence of effective learning experience.

In attempting to assist with the usage and improvement of elementary and secondary school textbooks in any developing country it is important that there be a clear understanding of the range of uses to which textbooks can be put. In specific situations it is essential that there be agreement concerning the role books play and the level at which they should be aimed. The selection, development, and use of textbooks are most delicate and sensitive matters. If the textbooks are poor, learning is limited; but if the framework for local textbook development and for selecting imported titles is determined by national decisions carefully based on relevant cultural and political considerations, textbooks will mirror the national goals of education as expressed through curriculum.

The problem of textbooks at the higher levels of education is quite another matter. In the universities of many developing countries the professor lectures from notes he or a classmate made in a course he took years ago. Often the professor mimeographs the notes, or students mimeograph notes they make of the lecture, and these are given or sold to others in the class. The notes are then memorized and repeated for the professor on examinations--no books other than the notebooks are necessary.

This "no book" attitude frequently has been reflected by teachers of the elementary and secondary schools as well. Part of the resistance is long-ingrained habit; and inexperience, inadequate training, and lack of initiative may also be factors. In the past most school teachers in developing countries have used the drill-response method in which they have read their notes to students, indicating key sentences to copy and memorize. This was easier on the teacher, if not on the pupil. In some countries the ministry of education's emphasis on the teachers' personal accountability and responsibility for care of government textbooks also has made teachers wary of using them fully.

Because of the rapid expansion of student enrollment and therefore of instructional staffs, teacher quality frequently is low; and the lower the level of teacher competence, the more important good textbooks become. They insure better coverage of the subject material and function as a lever for raising the level of teaching and of student achievement. This is another reason why textbooks rank high on the list of educational priorities in developing countries. The use of textbooks is further improved when they are accompanied by teacher's editions or manuals, which take the teachers by the hand, figuratively speaking, and help them on a page-by-page basis to teach the textbooks. Also important for effective textbook usage--in some cases even more critical than the provision of student editions--is teacher training in the use of instructional materials and the provision of reference and research materials for teachers of elementary and secondary schools.

B. OTHER BOOK NEEDS

In addition to textbooks, there is need for other types of books in languages in common use and at various levels of difficulty. Some of these can be imported and others must be created locally. Among the more important of these categories are (1) scientific and professional books, (2) technical and vocational books, (3) basic reference works and bibliographical materials, and (4) publications in local languages with local cultural content.

Other chapters and sections in this manual take up foreign-donor and host-country programs, techniques which have been successful in helping provide the missing textbooks and the publications cited in the first three categories in the paragraph above. Other parts of the manual discuss the development of materials in local languages with local culture content for new-literates or adult illiterates, either on the part of agencies engaged in international assistance or of the countries concerned.

It seems evident that in developing nations less consideration has been given to the needs of the new-literates--those who have attended from three to six years of school before dropping out--than to any other category of reader. This oversight is hard to explain. While it is true that there can be no readers when the ability to read is lacking, it is equally true that there can be no readers, even where the ability exists, when there is nothing to read. "One of the great failures in the war against illiteracy is the fact that the battle has been so frequently abandoned at precisely the point when the skill has been developed, leaving the new-literate (the ex-school student) no opportunity to perfect his newly acquired talent. It seems incredible that well-intentioned teachers and educators would deliberately whet an appetite they had no intention of satisfying, but that is what has happened in literacy programs around the world."*

C. FACTORS THAT INHIBIT BOOK USE

Below are listed a number of the more important factors that inhibit the use of books and growth of an indigenous book industry in developing nations:

Cultural Factors

Illiteracy. A country requires a sufficiently large base of functional literacy to support an industry that produces and imports books. It is self-evident that those who cannot read do not buy books.

A cultural tradition that lacks respect for learning and books. In some parts of the developing world the reverence for education is great, and in such countries books are precious commodities to be pored over as important sources of knowledge. However, in other nations where the "oral tradition" has long been paramount, books are little used, and people do not make personal sacrifices to acquire reading materials.

Lack of standardized terminology and nomenclature in the local language. This can be a severely limiting factor in the development of professional and technical books. Often local translators invent new words, absent from their language, for foreign technical words. Successive translators fail to agree, and chaos soon results unless energetic measures are taken to insure standardization.

Multiple languages. The lack of a single language that is written and read fluently throughout a country fractionalizes what is often an initially small market. And the shift of language of instruction during schooling--from emphasis on one or more vernacular languages during the early years of elementary school to a national language or a commonly understood foreign language for later education--helps perpetuate this condition. Then again, some countries have two or more national languages, with the same result.

Language "purification." In a number of developing countries, the written language is being "cleansed" of foreign words, a practice that may cause the nation's literary style to grow away from the speaking habits and vocabulary of the people, who find books increasingly difficult to read.

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*Lester Asheim, Librarianship in the Developing Countries (Urbana, Illinois: University of Illinois Press, 1966).

Government Policy and Action

Attitudes of ministries of education toward the role of textbooks and other instructional materials in the teaching-learning process. Unless officials conceive of textbooks as more than mere repositories of content to be memorized in order to pass examinations, they are not likely to commit themselves either financially or intellectually to textbook production or purchase. Officials must understand the potential of textbooks for self study, for teacher education, for more effective use of teacher time, for assuring the necessary scope and sequence in the educational program, and for stimulating individual student interests and capabilities.

The low proportion of students to school-age population. Section A of this chapter points out that up to 95% of the books used in developing countries are directly related to formal educational systems. However, even if all school students receive books, enrollments usually shrink so rapidly from one step to the next on the educational ladder that relatively small percentages complete elementary school or go on to secondary school. Under these circumstances relatively few children continue their schooling long enough to develop and retain the reading habit, or even literacy itself.

Lack of a national book plan. It is evident that book development programs must be coordinated with the many other aspects of an overall national development plan. Too often books are simply "forgotten" or ignored. The benevolent assistance of the government is required if students, scientists, technicians, professionals, and new-literates are to have access to the books they need. Comprehensive programs for national growth cannot reach full effectiveness unless a dedicated commitment, backed by allocations from the national budget, is made to provide these important tools of development.

Undependable or costly transport system. Books cannot be made readily available to the population unless governments provide for preferred postal rates and subsidized freightage for books, and protect them against pilferage and damage in transport.

Lack of adequate copyright protection. Authors and publishers in the developing countries require adequate safeguards for their intellectual property through the formulation and application of copyright legislation within the national context, and through adherence of the government to the established international copyright conventions and translation agreements.

Absence of effective library legislation. Mandatory legislation aimed at various levels of government within a country is needed to provide the legal framework and the funding for an effective library system, a potentially large market for books. This means regulations must be established to cover (a) national library and other national governmental libraries, (b) publicly supported university and public libraries, (c) national bibliographic services, (d) national book depositories, (e) proper classification of librarians on the civil-service scale, and (f) the establishment of a national office for library planning.

Economic Factors

Cost of books. The low per-capita income of individuals in the developing countries makes it difficult for them to purchase even the relatively simple, inexpensive, locally produced books, let alone the more costly imported works.

Inflation. The inflationary spiral in a number of the emerging nations further reduces the ability of the would-be book purchaser to buy, just as it decreases the ability of local publishers to produce books economically in the face of rapidly rising paper and labor costs.

Lack of foreign exchange. Without the foreign exchange currencies to purchase sufficient paper for locally produced books, or to import the foreign books needed in higher education, science and technology, and the professions, book availability and use are seriously curtailed.

Shortage of financing for local publishers. Working capital is frequently a severe problem in developing countries, where owned capital is scarce, and borrowed capital is hard to obtain, even at a very high rate of interest.

Paper shortage. Most developing countries face dire shortages of book paper. Local production concentrates on grades other than book paper, while scarcity of currency and high import duties often cause imported paper to be expensive.

Low Level of Book Industry and Library Development

Lack of trained human resources. Skilled personnel must be developed before books can be created, produced, and distributed effectively. Types of personnel needed include (a) writers--even the best technical specialists and teachers are not always good writers, (b) editors or book development managers, (c) book production technicians, including compositors, printers, and graphic arts specialists, (d) experienced executives, and (e) trained librarians. Acquiring the necessary skills takes time and effort, and in some cases involves expensive training processes.

Absence of professionalism in the book industry. Professional standards are difficult to achieve in small fractionalized publishing and printing establishments with improperly organized sales networks, inefficient sales techniques, low printing capability, excessive competition, and the absence of strong trade associations that set standards.

Limited number and inadequacy of libraries and embryonic state of library science. In terms of the population the number of libraries in most developing countries is deplorable, and existing institutions are mostly in urban areas. Few are operated at an adequate standard of library practice, as has been demonstrated. Library book collections are pitifully small and/or inappropriate. In the major publishing nations of the world development of libraries is of major importance to a stable book industry since the library ranks next to the education market in economic importance. For example, in the United States and the United Kingdom 80% to 90% of all children's books are sold to libraries.

Lack of facilities for preservation of library materials. Too often the available library books are improperly housed and are insufficiently protected against damage from climatic conditions and insects.

Inadequate distribution facilities and techniques. Production of needed books in the largest quantity that can be afforded is but the first step of a process. Just as important is the development of an efficiently functioning distributive system to bring the books to the schools, the libraries, and the bookshops, and ultimately to the readers. In many countries books are seldom sent out of the large urban areas. The general lack of distribution and promotional facilities, including workable mechanisms for warehousing, shipping, and wholesale and retail bookselling, confines book usage to small areas.

D. PUBLIC VERSUS PRIVATE PUBLISHING

From the preceding pages of this chapter, it will be noted that in most developing nations the private printing and publishing industry is weak in management as well as capital. However, the same is generally true for printing plants and publishing activities operated by ministries of education, even though the public book industry has better access to financing. Because of the overwhelming preponderance of schoolbooks in total book production, the local government units will continue to be the principal customers for books for a long time to come. In the earliest stages of economic development most new nations thus look to the public sector for the creation and production of needed printed materials. And to some extent a rapid growth of government publishing in many of the emerging countries is inevitable, and possibly desirable, in order to obtain the basic materials and financing needed to develop these urgently needed "tools" in the shortest possible time.

However, as the countries grow and become more economically complex, the ability of the public sector to meet the rapidly changing demands and to introduce new production techniques becomes progressively weaker. On the other hand, the private sector becomes increasingly economically viable as the market for books is enlarged. In country after country, after varying numbers of years, the government (usually personified by the ministry of education) finds itself less able to establish and update the curriculum on the one hand, and to produce the required textbooks on the other. Thus as the development process continues, governments find themselves impelled to transfer to private book industry first the publishing and then the printing of textbooks and other publications, while continuing to maintain their control over content and physical format of the output. As an economy's complexity increases, the private sector becomes the most efficient vehicle for book printing and publishing.

CHAPTER II

SUMMARIES OF MAJOR CHARACTERISTICS OF BOOK NEEDS IN AFRICA, ASIA, AND LATIN AMERICA

This chapter identifies a number of the highest priority needs and opportunities, as well as principal problems and limiting factors, that characterize the current status of books and libraries in the developing world. It does not pretend to include a comprehensive exposition of all the factors. Rather, together with Chapter I, it provides a basic background sketch of existing practices and conditions which the activities, programs, projects, methods, and techniques described in the remainder of this manual are designed to improve.

The chapter is divided into three parts, describing in sequence the book production and library facilities in Africa, Asia, and Latin America. There are, as might be expected, similarities among different parts of the developing world, as well as differences among the regions and among the countries within them.

These regional summaries are based upon many sources of information, of which the most important are reports of (1) regional meetings on book production and distribution sponsored by the United Nations Educational, Scientific, and Cultural Organization (UNESCO), (2) AID-sponsored country surveys on developmental book activities and needs (see Chapter X, Section A), and (3) other pertinent U. S. Government reports and memoranda.

A. AFRICA

Africa consists of a number of distinct regions whose book needs, problems, and opportunities sometimes vary widely according to the relative stages of national growth attained. The major book-related characteristics of the African region are described below. However, exceptions to most of them are found in one or more countries in the region, for Africa is a continent of diversity linguistically, culturally, politically, and historically.

Illiteracy and Poverty. In general African nations are only at the beginning stages of book development and use, due primarily to widespread illiteracy and poverty. In most countries there is a largely traditional culture with an accompanying high illiteracy rate. UNESCO estimates that in 1968 only 18 1/2% of adult Africans were literate, and that 47% of the population between the ages of five and nineteen were in school. Much of the literacy is in three languages, English, French, and Arabic, although the literacy rate varies widely among the Arabic-speaking states of North Africa. The hundreds of local languages and dialects are mainly spoken languages and little is written or published in them. With the prevalent widespread poverty in many areas the purchase of books is a luxury which few can afford, even among the literate population. In many instances the national government has difficulty providing even the essential social services for the people or meeting the daily expenses of its own operation, without allocating resources to book needs.

One of the disturbing factors in large-scale educational and literacy programs is the high percentage of new-literates who relapse into illiteracy. This indicates a need for effective library service and reading rooms, particularly in rural areas. In some instances literacy materials are being developed locally, but the administrative structure of government frequently is too weak to make effective use of mass literacy products.

Language. Particularly in education language is a critical issue. In almost all African states the language of secondary and higher education is non-African. In many countries even primary education is conducted in another tongue, although there are increasing examples of elementary school instruction in the local language of the area. Nevertheless, the average student is introduced fairly early--if not at the outset of his schooling--to a language different from the one spoken in his home.

Book Publishing. The book publishing industry is in its infancy throughout much of the region and what there is is usually still a governmental function. An examination of production figures reveals the disparity in national development of publishing. Of 34 countries south of the Sahara only 20 produced books in 1968; seven published fewer than 20 titles annually; and only five produced more than 100 titles. The average number of copies per title published in Africa was estimated at 8,200. The low level of local book production makes the region largely dependent on book imports. While an estimated 7,300,000 copies of books and pamphlets were published in Africa in 1968, more than three times that number, some 24,000,000 copies, were imported from abroad.

Special Book Needs. Major needs among possible types of books are the following:

Textbooks. There are a few regional textbook development centers, usually begun with multilateral or bilateral foreign donor support, for the production of textbooks adapted to new curricular requirements and the African environment, a need of major importance. There is also a need for drastic content revision of books for African countries, using examples and demonstrations with which the African child is familiar. Further cooperation is desirable on a multinational, regional basis in developing translation and production services for the production of indigenous instructional materials in support of regional targets for social and economic development. This is particularly important in botany, zoology, and physics among the sciences, and in history, geography, and biography, among many other fields.

Children's literature. One of the growing needs, aside from textbooks, is for children's literature. With growing numbers of children in the schools, supplementary and extracurricular reading material must be made available.

Scholarly, scientific, and technical books. Such books are badly needed by universities and by professional people in scientific and technical fields. This need will have to be satisfied largely from abroad for many years to come; but the high price of most imported texts, and complications of the importing process, make it important that current efforts to develop low-priced, university-level, commercial textbook programs be accelerated and supplemented.

Training for the Book Industry. Technical training is required in every aspect of the book industry. This includes not only book production, but also the creative activities of author, illustrator, editor, and printer. In fact, there is a lack of basic training in every aspect of the editorial and technical book process.

Bookselling. Efforts to expand African publishing also require a concurrent improvement in bookselling. The problem is particularly acute in rural districts where a high proportion of Africa's population live. Bookshops usually are found only in the large cities and towns. If books are sold elsewhere at all, it is either at local markets or by itinerant traders with packsacks of books. Only single copies are available, and they are usually used books.

Library System. In virtually all parts of the region the library system is far below minimal needs, due to the traditional shortages of adequate funds, trained employees, and practical experience under professional library working conditions. Public libraries are almost unknown, although they are potentially of great importance to new-literates and early dropouts from schools. In keeping with a region-wide low level of information and the general absence of newspapers, radios, television, and other media, there is a general lack of bibliographic and documentation services.

Library Education. Opportunities for library education are limited because library schools are practically non-existent in Africa. The few embryo training facilities badly need professors, educational materials, and buildings. Priority should be given to basic training in library science to provide competent African staff at all levels. In existing libraries top positions are held almost exclusively by expatriates.

Legislation. African countries need to develop legislative provisions for national book depositories and the creation of national bibliographies. This can be done on a sub-regional basis. Existing laws from more developed countries can be provided as models.

B. ASIA

The "Asian Region" covered in this discussion comprises the 18 UNESCO Member States from Iran on the west, to Korea on the east, and Indonesia on the south. Mainland China and Japan are excluded from consideration. Again the characteristics with respect to book needs summarized below should be read with full awareness that country-to-country differences are great--usually greater than differences among African countries--and that there are marked exceptions to virtually every generalization. The needs are great throughout the area, but the scale of priorities differs among the countries, and possible solutions to their problems vary.

Common Aspects. The following are examples of the elements that are common to much of the Asian area:

Level of literacy. The percentage of literates in Asian populations is generally low, although in South Korea, Taiwan, and Singapore it is quite high.

Income level. There is a low level of per capita income throughout the region.

Languages. All of the Asian countries considered herein have national languages, and many also have numerous regional or local languages.

Writing tradition. Most of these countries have long traditions of expressing and recording their cultures in written form.

Reading tradition. The concept of owning books and reading for pleasure is not widespread in Asia. Some of the cause is undoubtedly the low per capita income in relation to book prices. But cultural factors also contribute to the situation.

Book Production. Book production is relatively undeveloped in Asian nations. With a population of about one billion people in 1968, the 18 developing countries of the region comprised about 28% to 30% of the world's population. Yet in 1964, with the same proportion of the total population, the region produced 7.3% of the world's book titles and an estimated 2.6% of book copies. The average number of copies printed per title, about 4,300, was considerably lower than elsewhere in the world. This fact is attributed partially to the multiplicity of languages used in many of the countries of the region. Yet a good proportion of local publishing was in non-Asian languages, read only by a small percentage of the populace, and the lack of books in national languages hindered the spread of book readership to new-literates and other groups. The region's entire book supply probably did not average more than 32 pages per person.

Factors Inhibiting Book Production. The following factors directly interfere with book production in Asian nations:

Paper shortage. With few exceptions there is a dire shortage of book paper in Asian countries. The cause has not been an international paper shortage, but rather short supplies of foreign currencies with which to buy paper from abroad, coupled with insufficient domestic paper production. In 1963 the region produced only 115,000 metric tons of newsprint, commonly used for most book publishing in the area, and imported 270,000 tons. Locally manufactured paper frequently is of low quality, but it often sells at prices above those for imported paper, which is also expensive as a result of ad valorem duties that are often levied. Even in countries which do not lack foreign currency the paper-purchasing procedure is usually inefficient and time-consuming, sometimes involving delays of six months or more before orders are received from abroad. Similar delays may also be involved in getting supplies from local mills.

Book production equipment. In addition to paper there are urgent needs for type-setting, printing, and binding equipment, virtually none of which is manufactured in the area.

Book distribution facilities and methods. Methods and facilities for distributing and selling books are very inadequate. In the cities there is a tendency for extremely small, competing bookshops to be concentrated in single areas. Development of the book industry requires improved selling methods, more attractive shops, and the provision of a wider selection of titles appealing to the needs and tastes of the new reading public. A further problem is that no genuine wholesale book distribution structure exists in the region. On the one hand booksellers seek to keep import discounts to themselves by acting as wholesalers, while on the other publishers act as their own booksellers and are often reluctant to handle titles produced by other houses. Still another problem is that many countries are large--a few are archipelagos--and there are serious obstacles to book distribution in the remote areas due largely to inadequate transportation facilities. Poor or non-existent roads and railway networks offering far too limited service, combined with high transportation costs and postal rates, have meant that the potential rural readership has had limited access to supply sources. In addition the distances between centers of production and distribution points are frequently very great.

Book production personnel. Trained personnel are widely needed for book production. Editors to take charge of planning and supervising the production of books are in particularly short supply. There is also general need throughout most of the region for authors, translators, book designers and illustrators, production personnel, sales and distribution specialists, and business managers. In connection with the book industry there is need for regional centers to provide technical training in all of these fields, and to disseminate research on control, methodology, and technology of learning materials. Sub-regional, multi-national training programs, including workshops and seminars, would also be helpful.

Financing. The problem of financing is already serious, and is likely to be aggravated with the launching of major programs to expand domestic book industries. Low-interest financing will increasingly be required for working capital and fixed capital investments. These are clearly matters of concern to which national development banks should give increasing attention.

Government Versus Private Publishing. Although some fairly good-sized publishers (usually quasi-governmental or governmental) exist in a number of Asian countries, publishing and printing are often handled by small inefficient firms which are inadequately staffed, equipped, and financed. In educational publishing there is no clearcut pattern of government versus private participation, although both sectors usually share the activity. Because of the relative importance of educational publishing, the possibility of book sales to public schools and libraries is vital to the health of private publishing. This market should therefore not be monopolized by government enterprises.

Special Book Needs. High priority book needs in Asian countries are the following:

Textbooks. Populations in Asia are rising rapidly in numbers, and heroic educational efforts are required to keep pace. Compulsory schooling has been achieved in a number of countries and is a reasonable target in many more. While the emphasis is on elementary schooling, secondary schools, and in some instances universities, are well developed, but technical education is far less adequate. However, at all levels acute textbook shortages are common. The textbooks which are available are for the most part designed to be memorized for repetition in examinations. They are usually poorly made and deteriorate rapidly.

Books for new-literates. Books for those who have newly achieved literacy and have left school are a priority need. There is a scarcity of both general literature designed to stimulate the reading habit and functional literature to demonstrate to new readers the practical advantages to be derived from reading. Despite the beginnings which have been made, there is a particularly alarming shortage of functional, simply-written technical manuals. Moreover, existing books tend to be offered at prices that are too high for the average purchasing capacity.

Children's literature. There is also an acute shortage of suitable literature for children. Most available books are considered to have no particular appeal for children, and are hardly likely to encourage a taste for literature in the very young.

University level books. The requirement for foreign exchange is an acute problem in obtaining university textbooks and other high-level publications in specialized disciplines, most of which are in the English language. To help meet the need for university textbooks the U. S. Information Service (USIS) and USAID/India are jointly subsidizing the reprinting in India of U. S. books in low-priced editions, both in English and in translation, through use of surplus U. S.-owned currency (see Chapter III, Section D, for details of the program). Similar activity is being undertaken in Pakistan where the United States also has large currency reserves. But other nations of the region where such funds are not available have priority needs that could be partially satisfied through the development of commercial production of core collections of low-cost English language editions of U. S. technical books and other textbooks.

Library Systems. Asian libraries tend to be very embryonic or archaic. School libraries either do not exist or have very inadequate collections, and public libraries are similarly unknown or underdeveloped. In general all libraries are understaffed, underfinanced, and badly organized. Participants in the 1966 UNESCO meeting in Tokyo agreed that five aspects were of particular importance and deserved priority attention: (a) planning for library development; (b) legislative action; (c) training in librarianship; (d) library service for children; and (e) library service to rural areas, which is of great significance considering the vast rural populations of most Asian countries. On the last point it was recognized that the problems of transportation and provision of well-staffed and well-stocked central supply points had first to be solved. However, in the meantime bookmobile deposit systems and other methods should be introduced to serve the new reading public.

Recommendations for Book Development. At the 1966 UNESCO Meeting of Experts on Book Production in Asia the following measures were suggested as necessary to achieve more adequate book development: (a) more concentrated effort to promote literacy and keep literates supplied with adequate reading materials; (b) training in better utilization of school libraries for school teachers and librarians; (c) expansion of the public library network and introduction of home library and book club schemes; (d) more frequent book festivals and book exhibitions; (e) training in bookselling techniques; (f) adequate and regular supply of information about books, through magazines or functional bibliographies; and (g) provision of inexpensive reading materials.

C. LATIN AMERICA

Although there is a diversity in Latin America, as in Africa and Asia, in two important respects affecting book development and use Latin America differs radically from the others. In the first place, there are only two national languages of publishing significance--Portuguese in Brazil and Spanish in the remainder of the countries. In the second place, the publishing industry in the region is highly centralized in a few cities in Mexico, Brazil, and Argentina. These factors permit a much more logical and effective regional or sub-regional approach for the solution of book-related problems than is possible in Africa and Asia. A short discussion of pertinent characteristics in Latin America follows:

Publishing Industry. Except for the three countries cited above, there is no significant book publishing industry in Latin America. The markets in most of the other countries are not big enough to support a book industry. In the case of Brazilian and Argentinian publishers, and to a lesser degree those in Mexico as well, the existence of customs, currencies, and other types of barriers leads them to concentrate on selling within their own countries and minimizing export sales. However, the basic question in Latin America--the lack of a book industry that is really capable of providing Latin Americans with the materials they need--is a socio-economic-cultural problem, rather than a matter of book production.

Illiteracy. There are at least 50,000,000 adult illiterates in Latin America and a concomitant dearth of literacy materials, teachers, and organizations. In too many areas there is also little apparent motivation to abolish illiteracy. Likewise of concern is the lack of special reading material for new-literates. Among the 77,000,000 persons with some primary schooling, reading levels are low: 2% are considered advanced literates; 20% are functional literates whose reading has stabilized at about the sixth grade level; 20% are threshold literates who can read about third grade material; and 58% are learner readers still in the instructional stage. The book market thus is quite small. Even among the 16,000,000 ostensibly literate people, there is relatively limited use of books.

Attitudes. Some Latin Americans realize the value of books to the future progress of their countries, but they have been unable to stimulate the policy and financial support required to produce and utilize these basic developmental tools. Consequently, libraries, classrooms, and homes in the region are notable for their lack of books. But there are signs of changing attitudes. Every major inter-American conference on education and culture since 1960 has clearly recognized and strongly recommended steps to overcome the shortage of books; many governments have pledged investments in textbooks; universities are devoting more attention to their libraries and bookstores; modern library buildings are to be seen; and book exports from Mexico show a steady growth. In short, an atmosphere of opportunity exists in the book field, based on growing concern and awareness.

Government Policies. In regard to school books, few Latin American governments have an appreciation of the multi-purpose role of textbooks (see Chapter I, Section A). The development of model book programs in the region must be preceded by convincing officials of the importance of the textbook in teaching and of the potential of education in achieving economic development.* Other major problems related to governmental policies are the artificial restrictions both on finished books and materials and on equipment essential to their production, and the inadequate book budget for schools and libraries.

Book Production and Distribution. The Latin American publishing industry has conservative, traditional-minded ownership, suffers from shortages of trained personnel, uses outmoded equipment, is undercapitalized, and tends toward many small, economically inefficient shops. Book prices are quite high in comparison to purchasing power--due in part to the physical distribution problem, to outmoded pricing policies, and to small print runs. The bulk of book distribution is done via road transport, some by rail, and little by sea--routes and road conditions vary from adequate to very bad and are often overly congested. Print runs are small because the current market is small.

Libraries and Library Science. Of 289,000 elementary schools in the region in 1966, about 2,800 (1%) had school libraries. In the secondary school, 15% had some sort of library, with 1.2% having more than 1,000 volumes. There were 40 library schools in all Latin America, none with graduate level training. Only one library school had a full-time director and full-time faculty; one other had a full-time director. In university and national libraries there are inadequate bibliographic and book selection aids.

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*Admittedly, there are certain governments in Latin America that simply lack money to put into textbooks and libraries, even if they want to. AID has recognized this fact by making long-term, low-interest loans available for textbook programs in a few countries. Another aspect is the need of Latin American publishers, like their Asian counterparts, for low-cost, long-term financing for working capital and equipment.

"Book Gap." Statistics on the low use of books in the schools and libraries of Latin America hint at the total problem and have traditionally misled foreign donor-agency assistance efforts. Robert D. Cross, then Chairman of the Latin American Task Force of the Interagency Book Committee (see Chapter III, Section A), noted in his December 20, 1967 Memorandum, "Transmittal of Proposed Latin American Book and Library Policy," that "to the intelligent outsider, the 'book gap' has seemed to be simply a shortage of books--the difference between the real need for books and their availability. This conclusion has led to the several U. S. programs designed to increase the supply of books per se. In fact, the 'gap' is between the effective demand for books and the real need. The Latin American publishing industry can produce very nearly as many books as needed. The problem, then, is to stimulate the consumers, governmental and private, to want to use more books." A particular need is to instruct teachers how to use textbooks--for the most part teachers were themselves educated and trained in schools that did not use books or did so to a minimal degree.

CHAPTER III

SUMMARY OF INTERNATIONAL BOOK ACTIVITIES:

U. S. GOVERNMENT AND SEMI-GOVERNMENTAL AGENCIES

This is the first of two chapters which summarize the international book-related activities of donor agencies in developing countries. Chapter III covers activities of the U. S. Government and semi-governmental entities, and Chapter IV takes up the activities of other active agencies. This chapter includes brief expositions of:

A. The Interagency Committee on Books.

B. Department of State activities, including the Government Advisory Committee on International Book and Library Programs.

C. The wide-ranging activities of the Agency for International Development (AID), including the developmental, testing, and demonstration projects of its Central Book Unit, other central programs in support of developing country book needs, regional programs, and activities of the USAID Missions.

D. Pertinent programs of the United States Information Agency, including its Book Translation Program, Public Law 480 Textbook Program, Informational Media Guarantee Program, Donated Books Program, Ladder Book Program, and the USIA Regional Service Center in Manila.

E. Peace Corps Activities.

F. Programs of other agencies--the Educational Materials Center of the U. S. Office of Education, the Library of Congress, the National Science Foundation, and the Smithsonian Institution.

A. INTERAGENCY COMMITTEE ON BOOKS

The Interagency Committee on Books was established in July, 1966, for the express purpose of coordinating the international book programs of the U. S. Government and its agencies. The Committee is chaired by the Assistant Secretary of State for Educational and Cultural Affairs and includes representatives of AID, USIA, the Peace Corps, the Department of Health, Education, and Welfare, the Library of Congress, and the Smithsonian Institution. The secretariat of the Committee is located in the Bureau of Educational and Cultural Affairs, Department of State.

The major functions of the Interagency Committee include: (1) cataloging and evaluating the book skills and resources of the executive agencies concerned with international affairs and those agencies whose skills and resources might be helpful; (2) recommending the order of priority for the allocation of those skills and resources to the various programs; (3) developing within the executive agencies an awareness of the usefulness of books; (4) bringing private publishers into a participating role in the achievement of book program objectives; (5) reviewing book program achievements to assess their effectiveness; (6) promoting indigenous publishing resources in the developing countries; (7) establishing and coordinating uniform policies for handling donated or surplus books; and (8) reviewing proposals for increased circulation of U. S. professional, technical, and trade journals overseas.

A principal activity of the Committee was the development of a national policy statement on the international book and library activities of the U. S. Government and the implementation directive to government agencies (see Chapter V). In 1967 and 1968 regional subcommittees of the Interagency Committee on Books drew up suggested book and library development programs based on the policy statement, the directive, and replies from inquiries sent to missions overseas.

B. DEPARTMENT OF STATE

Under the direction of an Assistant Secretary of State the Bureau of Educational and Cultural Affairs administers the Department of State's international programs of educational and cultural exchange. The Department's involvement in book and library activities includes financing of programs which have exchanged approximately 50 grantees per year in the field of library science; funding of the U. S. contribution to UNESCO, which carries on a number of programs to promote book and library development (see Chapter IV, Section D); and administration of the Interagency Committee on Books (described above) and the Government Advisory Committee on International Book Programs.

The Government Advisory Committee on International Book and Library Programs. The Government Advisory Committee was established in 1962 by the Secretary of State, as authorized in the Fulbright-Hays Act, to advise the U. S. Government on the policies and operations of its overseas book and library programs and to achieve closer coordination between public and private book and library activities overseas. The Committee consists of twelve appointed members, four ex-officio members, three government representatives, and official observers. Four appointed members are designated each year by the Secretary of State to serve three-year terms--the complement of twelve is made up of nine publishers, chosen to represent the different branches of the industry, two educators, and a librarian. The ex-officio members are the presidents of the American Educational Publishers Institute (AEPI), the American Booksellers Association (ABA), and the American Book Publishers Council (ABPC), and the chairman of the joint ABPC/AEPI International Trade Committee.

The official government representatives to the committee are the Assistant Secretary of State for Educational and Cultural Affairs, the Deputy Director of the USIA, and the Deputy Assistant Administrator for Program and Policy Coordination of AID. Observers concerned with international book and library activities represent the Department of Commerce, the Office of Education, the Library of Congress, the Peace Corps, and the Smithsonian Institution. There also are official observers from various components of the U. S. book industry and the library and education communities.

The Committee meets quarterly in Washington, D. C. It reviews and provides advice on major overseas book programs conducted by government agencies and on other related subjects. Its greatest value has been in the improvement of coordination among the various government agencies, between these agencies and the book and library sectors, and between book and library programs of the United States and those of multi-lateral organizations, such as UNESCO and the Pan American Union. The function of the Committee is by definition exclusively to advise--it has no operational responsibilities for any book programs, nor any authority to allocate funds. Its cost of operation is shared between AID and USIA. The secretariat of the committee is located in the Bureau of Educational and Cultural Affairs, Department of State.

C. AGENCY FOR INTERNATIONAL DEVELOPMENT

As an integral part of its overall program AID has consistently supported a wide variety of activities relating to books. The Agency does not conduct a book program per se; book activities are planned and carried out as part of other programs and projects. In general AID interest and responsibility in book and library development include publications in all fields except fiction and culture. Key book-related areas for AID assistance are in science, technology, sociology, and industrial and economic development. But its fundamental interest and responsibility lie in active support for broadened and more effective use of textbooks and reference books in elementary schools and institutions of higher learning in countries in which USAIDs operate.

Major book activities of AID have involved the provision of U. S. reference books and texts in support of Agency funded projects; assistance to in-country development of books, including preparation of new manuscripts, adaptations, translations, and low-cost reprints; help in the building of local capability to create, produce, and distribute books; and support of projects to improve library science and education. AID book activities have been of four basic types: (1) central developmental, testing, and demonstration projects; (2) other central programs in support of country book needs, including technical, economic, and financial support, investment aids, participant training, and research; (3) regional programs; and (4) individual country (USAID) programs. These activities are described below.

Central Developmental, Testing, and Demonstration Projects.

In 1962 AID/W established a "Central Book Fund" (later changed to "Central Book Activities" unit) to stimulate activities to help close the book gap in developing countries. In particular, the Central Book unit was designed to strengthen the use of books as an instrument of the AID program and to increase the role of the Agency in helping fill book and library needs abroad. As conceived, the Central Book unit was assigned the task of carrying forward developmental, testing, and demonstration projects; helping evaluate country book programs; providing technical advice on book projects upon request to Regional Bureaus; and supporting programs to increase book use overseas and the development of local book industry capability.

Operating guidelines for the Central Book unit were outlined as follows: (a) stimulate interest in the USAIDs in book use projects to illustrate broader and more imaginative ways to use books as tools for the transfer of U. S. technical knowledge and social concepts to accelerate human resources development and economic growth; (b) initiate book programs of an exploratory nature so that, if successful, they could become in subsequent years part of the regular USAID program; (c) develop pilot programs to test approaches, try methods, and determine facilities, again so that Regional Bureaus or USAIDs could take over successful programs; and (d) undertake projects which are most effective and economic when handled centrally.

In Fiscal Years 1963 and 1964 primary attention in the Central Book program was placed upon projects demonstrating imaginative use of U. S. books. During 1964 and 1965 efforts shifted toward assuring U.S. institutional resources required for USAID book programs, providing technical advice and planning help, giving essential bibliographic assistance, and helping with local book industry human resources development. In 1966 and 1967 attention was focused on providing technical guidance to USAIDs and Regional Bureaus, planning surveys for broadened efforts in book and library development, and again on assuring U. S. institutional resource capability. In 1968 and 1969 funding was reduced because of budget restrictions and the expectation that Regional Bureaus and USAIDs would begin taking over certain Central Book unit activities, but earlier initiatives continued on a reduced scale, and a few new ones were added.

Central Book unit projects have been of the following four general types:

Demonstration book use and subsidy projects, providing collections of U. S. books for institutions and individuals abroad:

University Textbook Rental Libraries--providing multiple copies of selected titles in selected subject fields to give students access to books at nominal cost (see Chapter VI, Section A, for project details).

Science Book Program--to enable acquisition of needed books by scientific, technical, and research institutions on a subsidized "drawing account" basis (see Chapter VI, Section C).

National Development Reference Libraries--to provide book collections covering the major phases of economic development for leaders in the national growth process (see Chapter VI, Section E).

American University Press Program--furnishing sets of scholarly books for universities and research agencies in countries with USAIDs (see Chapter VI, Section E).

Central Book unit projects for the development of local book industries:

Comprehensive surveys of book-related activities and needs--these have been carried out in Chile, Indonesia, Iran, Kenya, Korea, Laos, Pakistan, Peru, the Philippines, Tanzania, Thailand, Turkey, and Vietnam. In addition specialized surveys were made in Argentina, Brazil, Malaysia, and Morocco, but these were not generally distributed. (See Chapter X, Section A, for project details.)

Textbook depository libraries--collections of U. S. curriculum resource material for the use of developing country entities engaged in the creation of indigenous textbooks (see Chapter VI, Section B).

Publishing rights--defraying dollar rights acquisition charges for USAID-endorsed private local publishing of individual book titles (see Chapter X, Section E).

Participant training in the United States--for developing country book industry personnel and education ministry officials (see Chapter X, Section H), and for librarians (see Chapter VIII, Section B).

Country and regional workshops and seminars--to broaden private sector participation in the local development of books; for example, the 1969 South Asia and Southeast Asia workshops for publishers, and the 1968 International Seminar on Books and National Development of the Korean Publishers Association (see Chapter X, Section H).

Library and bibliographic development projects:

American Library Association services and technical expertise--provided to USAIDs on a task order basis (see Chapter IV, Section B).

Development of up-to-date bibliographies of low-cost American books--scientific and technical books, books for developing areas, textbooks at various school levels, and other guides to books needed in development.

Evaluation, testing, and planning assistance:

Appraisal trips and planning assistance--staff of the Central Book unit have gone to countries where there have been ongoing or planned USAID programs involving book activities.

Guidance to AID Regional Bureaus--to help the development and planning of book-related projects.

Preparation of publications concerned with book and library development planning--examples are the 1964 report, Books in Human Development, and this manual.

For further information concerning the activities of the AID/W's Central Book unit, contact that Agency's Education and Human Resources Division, Technical Assistance Bureau, in Washington, D. C.

Other Central AID Programs in Support of Country Book Needs

AID/W carries forward a variety of book-related support activities in connection with USAID activities and programs. Among the major areas of service are:

Providing economic, technical, and financial information. The sources of information available to USAIDs and mission technicians and to organizations in developing countries are many and diverse. Various divisions of AID/W's Offices of the Controller, Engineering, Labor Affairs, Program and Policy Coordination, Private Resources, Procurement, Public Safety, and War on Hunger provide such data. Available economic information covers country data, program data, planning assistance and research, resources, projections and analyses, capital assistance, and investment information. Specific technical information is available on agriculture and rural development, cooperatives, education, engineering, food assistance, food from the sea, health, housing and urban development, labor, nutrition, population, public and development assistance, public safety, and supply and procurement. These sources of information are identified in AID/M. O. 1621.2 (August 19, 1968); pertinent portions of the Manual Order are detailed in Appendix B of this manual.

Participant training programs. AID/W has worked closely with USAIDs on the scheduling and administration of participant trainees while in the United States. The numbers and types of participants from the book and library fields have been sizable. Various sections of the manual note different aspects of this training, which has brought to the United States textbook authors, editors, publishers, printers, librarians, and government officials and educators active in the creation and production of books and in library development in many parts of the world.

Regional Programs

AID's Regional Bureaus have undertaken large-scale attacks on the textbook and technical materials gap in the context of regionwide efforts. There have been three important programs to date:

Regional Technical Aids Center (RTAC) in Mexico City. This center is the corner stone for the Bureau for Latin America's book and audio-visual effort for the 17 countries of Spanish-speaking America. From its headquarters in Mexico City and a Southern Branch office in Buenos Aires RTAC has produced and/or funded the procurement of millions of publications in direct support of USAID programs, and in indirect support of U. S. embassies, University contract groups, USIS and Peace Corps posts, host government agencies, and other non-profit organizations (see Chapter XI, Section A, for details of its operation).

Regional Textbook Program for Central America and Panama. This program, working closely with the Organization of Central American States, has been developing and producing millions of free textbooks for children in the public elementary schools of the six participating Central American countries, (see Chapter XI, Section B).

Regional Technical Aids Center for Africa. This center is a regional service organization of the Bureau of Africa. Since 1962 it has produced French-language versions of U. S. technical documents, publications, and films for USAID use in Francophone Africa, and Arabic versions for North Africa and the Middle East (see Chapter XI, Section D).

AID's Office of Program and Policy Coordination also supports an experimental multi-country project in Africa, the Entebbe Mathematics Curriculum Development Project, which has developed mathematics textbooks for African elementary and secondary schools. The project is described in Chapter XII, Section F.

USAID Book-Related Activities

USAID missions in developing nations have generated a large number of mission-funded book and library projects and programs, activities that have differed widely in levels of funding, in aims, in the nature and extent of assistance provided, and in results achieved. Among the most important of these have been joint USAID-host country textbook development projects. Many of these have had significant impact on educational systems, instructional processes, and book use by students. Five of these USAID-supported activities are discussed in Chapter XII: the National Textbook program of Brazil (Section A); the Philippines/U. S. Textbook Production Project (Section B); the Republic of Vietnam/U. S. Instructional Materials Project (Section C); the Thai/USOM Rural Education Textbook and Teaching Materials Project (Section D); and the Lao/U. S. Elementary School Materials Production Project (Section E).

The diverse nature of USAID book-related activities is suggested by the following summaries of typical programs, not covered elsewhere in this manual:

Indonesia. USAID's contribution toward the growth of libraries in Indonesia included the services of a general education technician who worked with the Ministry of Education developing university libraries and the University of Indonesia Library School; services of a library science professor on the staff of the Library School; library science training in the United States for school and university librarians; and more than 76,000 books and periodicals provided for libraries in higher education and teacher-training institutions and special libraries serving government agencies.

Liberia. USAID has provided assistance in development of textbooks and instructional materials to enable the host government to produce its own requirements at a low cost. Training was provided for a limited number of local authors in specialized fields; and a U. S. language arts specialist helped the textbook center. In addition USAID helped equip a number of community-centered, rural-oriented schools in strategic villages with literacy materials for youth and adults.

Philippines. USAID has sent about 20 participants to the United States for training in textbook production, publishing, book distribution, audio-visual training, and the writing, editing, and illustrating of textbooks.

Turkey. Activities of USAID have been widespread. Mission projects have included participant training grants to send publishing and printing specialists to the United States and to third countries; a Technical Support Book Fund, through which U. S. books are donated to local organizations; and Mission participation in several of the Central Book unit projects noted above. USAID/Turkey's Education Division has sponsored the development of textbooks in a Turkish Armed Forces Training Project; an audio-visual center; and instructional materials for trade institutes, technical schools, and a technical teacher-training college. Its Office of Communications Resources supported USAID technicians through development of a unit preparing seminar materials, and another preparing books and manuals on a demonstration basis for the Turkish Government. USAID's Industry Division financed the development of instructional booklets for free distribution to small businessmen. The Public Services Division provided the services of a printing adviser to the State Supply Office; and the Food and Agriculture Division has prepared extension handbooks and a variety of periodicals for farmers.

C. UNITED STATES INFORMATION AGENCY (USIA)

It is the aim of the United States Information Agency to help achieve the foreign policy objectives of the United States by using the tools of information and persuasion to build understanding abroad of the United States, its institutions, culture, and policies. In line with this objective, USIA assisted publishers both at home and abroad in producing approximately

143,000,000 copies of more than 16,000 editions between 1950 and 1968. Covered below are USIA activities that are pertinent to this manual: (1) the Book Translation Program, (2) the P. L. 480 Textbook Program, (3) the Informational Media Guaranty Program, (4) the Donated Books Program, (5) the Ladder Book Program, and (6) the Regional Service Center in Manila.

Book Translation Program

The USIA Book Translation Program promotes the translation and distribution of U. S. books which illustrate important aspects of U. S. life and culture. Most of the volumes are sold through existing or newly developed commercial channels, and many are used in schools and universities or are made available for supplementary reading. The books are translated by residents of the countries in which they are published--most translations appear complete and unabridged. To insure widest readership inexpensive grades of paper and soft bindings frequently are used in the interest of keeping retail prices low. The USIA does not publish books. Instead it provides assistance to foreign publishers, and in some projects to U. S. publishers, to enable them to produce books in local languages. The assistance may include subsidizing the payment of translation rights, absorbing translation and promotion costs, or agreeing to purchase copies of a foreign edition. (See Chapter VI, Section D, for a discussion of book subsidy techniques at various levels of production and distribution.) Some translation projects are funded under the Public Law 480 Textbook Program described below. Examples of translation projects funded from dollar appropriations are:

> Latin American Book Translation Program. The USIA Latin American Book Translation Program is a major long-range operation through which books are translated into Portuguese and Spanish. Its aims include support of the objectives embodied in the concepts of the Alliance for Progress and encouragement of an improved book publishing industry in Latin America. The Portuguese and Spanish translation activities are an outgrowth of the USIA Book Translation Program. Recent publication activity has proceeded at an annual rate of 300 to 400 titles at an annual cost to USIA of over $1,000,000.
>
> In the Latin American Program great emphasis is placed on distribution and promotion to give increased attention to getting the books read. USIS posts in Latin America develop presentation lists, plan for effective use of books in Information Centers and binational center library activities, and bring books to the attention of university professors and students--Chapter VI, Section E, discusses the "college travelers" who perform this task. USIA Regional Book Officers also provide key support to the USIS posts in the promotion of books whose publication the program supports. Approximately 80% of the books are sold through regular commercial channels; the remainder are distributed as promotional copies by USIS.
>
> As in the case of the Indo-American textbook program described below, there is close coordination between USIA and AID on Latin American book programs so that waste and duplication can be minimized. A joint

"USIA/AID Agreement on Fields of Interest for Book Publishing Programs in Latin America" dates back to 1963. Under the agreement AID is primarily responsible for professional level books and for textbooks in science, engineering, medicine, education, public health, and economic development; while USIA concentrates on political, social, and cultural areas. The first joint meeting of AID and USIA Latin American book officers took place in 1967 to take stock and plan coordination of programs.

Nouveau Horizons. These editions are designed to make U. S. books available in Francophone Africa and Southeast Asia in low-priced translations. Publication of the series is accomplished in France under the supervision of USIS/Paris, with the imprint of a French publisher appearing on each title. In Fiscal Year 1967 483,000 copies of 48 titles were published. The translations sell for 20¢ to 30¢ per copy retail, and are distributed commercially.

Public Law 480 Textbook Program

In addition to the dollar-supported activity cited above, P. L. 480 authorizes a special Textbook Publication Program to be supported by U. S.-owned foreign currencies where they are available. This program concentrates on the publication and distribution, and often the translation of U. S. textbooks. The local publisher sells the textbooks to students or to the Ministry of Education in accordance with local customs. Major P. L. 480 programs are:

Joint Indo-American Standard Works Program. USIS/India since 1962 has developed a large-scale program for subsidizing the reprinting in India of U. S. textbooks at the undergraduate, graduate, and polytechnic levels. By late 1968 the Joint Indo/American Standard Works Program, funded by USIA and administered by USIS/India, had produced 4,000,000 copies of about 600 titles, thus stimulating improvement in Indian book production and distribution methods. USAID/India began participating in the joint program in FY 1968, using P. L. 480 local currency of its own for the publication of titles in science and technology, while USIA/India continued to concentrate on USIA's traditional areas of the social sciences and the humanities.* In FY 1968 USIS/India's input was about $800,000 of local currency; USAID/India's was $1,000,000, reportedly the first of three annual identical sums. The program still is administered by the USIS publications officer who uses existing mechanisms to handle negotiations with the Indian publishers.

The joint Indo-American Program uses normal commercial channels. After an Indian publisher presents documentary evidence that he has a valid agreement for the titles approved by both the Ministry of Education and USIS or USAID, a contract for the production of the book is negotiated.

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*The joint Indo-American Standard Works Program is USIA's major textbook program. Except for the P. L. 480-based programs, the agency's involvement with textbook programs generally has been peripheral, and will continue so.

USIA pays up to 80% of the publication cost, and the Indian publisher sets the selling price at no more than 20% of the regular U. S. price. The Indian Government taxes royalty payments at a reduced rate and permits the remittance to be sent in dollars to the U. S. publisher.

Textbook Translation Program in Pakistan. This has been the largest developmental book program of USIS/Pakistan. In 1964 and 1965 the program resulted in the production of over 500,000 volumes of 70 different titles. Most were in Bengali, and the remainder in Urdu. Under program auspices Pakistani publishers translated U. S. university level books in science, economics, history, political science, sociology, law, and education. USIS paid all translation costs and a portion of the production costs, in addition to contributing the paper and purchasing 500 copies of each title from the publisher. The textbooks were sold through regular commercial channels to students in Pakistan's main universities. Similar textbook translation programs have operated in other developing countries.

Information Media Guaranty Program (IMG)

IMG was a device which made it possible for dollar-short countries to purchase U. S. books and other materials and pay for them with their own nonconvertible currencies. Until its demise in 1967 the program enabled developing countries to import over $80,000,000 worth of U. S. books, (largely at the university level), periodicals, and films. The IMG is described in greater detail in Chapter VI, Section F.

Donated Books Program

The Donated Books Program of the USIA Office of Private Cooperation makes possible distributing publishers' remainders in virtually every country in which a USIS is located. The program planned to ship 4,000,000 volumes to Africa, Asia, and Latin America during FY 1969. (See Chapter VII, Section A, for further details.)

Ladder Book Program

USIA's Ladder Book Program was begun in 1957 for the purpose of making U. S. books available in abridged, easy-reading form to those who are learning English. The program's chief audience consists of secondary students and college freshmen. The books in the series are graded at different language levels ranging from a 1,000-word vocabulary to 5,000 words. All are abridged from standard U. S. books chosen from a wide range of fields. Both U. S. and developing-country publishers participate. Through FY 1968 more than 200 Ladder titles were produced. Of this number, somewhat under half had been sold commercially at 15¢ to 20¢ per copy; the remainder were distributed through the regular USIS presentation programs.

The USIA Regional Service Center at Manila

The Regional Service Center is a large, modern printing and publishing facility that serves East Asia. It has been of great assistance in several of the USAID textbook development projects mentioned above. The Center has produced 5,000,000 volumes for the Republic of Vietnam/U. S. Instructional Materials Project (Chapter XIII, Section C); 5,000,000 volumes for the Philippines/U. S. Textbook Production Project (Chapter XII, Section B); and about 2,500,000 volumes for the Lao/U. S. Elementary Materials Production Project (Chapter XII, Section E). Its primary concern, of course, is assistance to USIA book activities.

E. PEACE CORPS

Although the Peace Corps by law has no money for book programs, Peace Corps posts participate actively in the distribution of titles collected through book programs of other agencies. It plays a full role in the USIA Donated Books Program (See Chapter VII, Section A). Peace Corps representatives may request titles by subject category and reading level. English language, science, literature, and children's books are most in demand. These books, shipped overseas by USIA and distributed by Volunteers, are used for general reading and reference purposes in schools and libraries in the developing countries. The following are specific Peace Corps activities:

Booklocker Program. The Peace Corps provides each household of Peace Corps Volunteers with a booklocker containing about 250 titles ranging from reference materials and graded readers to current fiction. Between 15 and 20 books relating to the geographic area in which the Volunteer serves are included. Quite often the booklockers form the nucleus of libraries for students and teachers of the schools in which the Volunteers are assigned. During the first five years of the program almost 4,000,000 volumes were sent to Volunteers, 85% of them purchased at substantial discounts, and the rest donated. In a variation of the Booklocker Program sets of 100-125 titles relevant to the technical work of Volunteers in the fields of agriculture, crafts, community development, cooperatives, health, and teaching were sent to Peace Corps offices overseas for Volunteers.

Book development activities. Peace Corps Volunteers frequently participate during summer vacation periods and at other times in textbook development, writing projects, and seminars. Thus in Turkey Volunteers developed a teachers' guide for English-language textbooks; in Thailand they helped create teachers' guides, guides to textbook writing, and handbooks on the use of instructional aids; and in the Philippines Volunteers participated in writing projects that included development of English language textbooks for the elementary schools, revisions of mathematics curriculum guides, normal school curriculum writing, development of modern science materials, and a revision of the academic curriculum for vocational high schools. Also in connection with Volunteers' teaching activities Peace Corps posts generally have small budgets for the purchase and/or development of books and audio-visual aids to remedy deficiencies of classroom materials.

Peace Corps librarians. Numbers of Volunteers serve as full-time librarians in secondary schools and universities abroad. In addition many serve as school or community librarians as a part of their assignments or in extra-curricular projects. The countries in which they serve include Brazil, Chile, Dominican Republic, Ethiopia, Jamaica, Malaysia, Malawi, Niger, Sierra Leone, Somali Republic, and Turkey.

Used book collections. The Peace Corps once sponsored a program of community collection and donation of books in the United States for use overseas. Like AID and USIA before it, they found the activity to be impractical, and the program was abandoned. However, the Peace Corps' Book Coordination Office provides interested Volunteers and individuals, U. S. community groups, and schools with information on the least expensive shipping methods and kinds of books most useful to Volunteers. Shipping arrangements must be made and costs covered by the collector of the books. In addition to collections shipped with private funds, books have reached Volunteers through the U. S. Navy's Project Handclasp (see Chapter VII, Section D), Freedom House Books USA (Chapter VII, Section E), and the Smithsonian Institution's International Exchange Service (Section F below).

F. INTERNATIONAL BOOK ACTIVITIES OF OTHER AGENCIES

Educational Materials Center, U. S. Office of Education/DHEW*

The Educational Materials Center was established in 1963 as a cooperative activity of the Office of Education and the American Educational Publishers Institute (AEPI) to assist foreign visitors, U. S. educators, and others interested in advancing the cause of education through improved materials. Under the terms of a joint agreement publisher members of AEIP and the Childs Book Council supply examination copies of their new books, while the Educational Materials Center provides staff and space for the books. Most book publishers now cooperate in supplying textbooks, as well as supplementary and reference books for school libraries.

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*Another agency of the Department of Health, Education and Welfare, the National Library of Medicine, is involved in overseas book activity. The Library collects and disseminates publications, bibliographic, and other specialized information in the field of medicine; promotes inter-library loans and exchanges publications with over 800 foreign libraries and institutions; sends copies of its comprehensive Index Medicus to overseas libraries through purchase or exchange; and provides Medical Literature Analysis and Retrieval System tapes at cost to qualified international research institutions.

At the beginning of 1968, holdings of the Center included over 5,000 elementary and secondary school textbooks, 8,000 trade books in the field of children's literature, and 800 titles related to teacher education. The books do not circulate, but are available on open shelves for comparative study in the Center.

The Center serves U. S. and foreign educators' needs and publishers' related interests through three functions: (a) organization and maintenance of the unique collection, which serves as a comprehensive curriculum resource laboratory; (b) interpretive and reference service to visitors and correspondents; and (c) compilation and dissemination of six to eight non-selective bibliographic reports each year based on the collection.

The Center has been used by educators from many foreign countries as well as by supervisors, teachers, and librarians in the United States. Its collection of textbooks and trade books has served an enlarged function in international education through various consultative services, including (a) help to other government agencies--for example, the recent evaluation of AID's Textbook Depository Program (see Chapter VI, Section B); (b) seminars for foreign educators studying the relationships and functions of curriculum materials; and (c) service to educators responsible for the organization of materials centers. (For further information, contact Educational Materials Center, U. S. Office of Education, Washington, D. C. 20202.)

Library of Congress

The Library of Congress operates five pertinent programs in the international field: (a) the P. L. 480 Library Acquisitions Program; (b) the National Program for Acquisitions and Cataloging; (c) the International Exchange of Publications; (d) the Jointly Sponsored Program for Foreign Librarians; and (e) the Exchange Visitor Program.

P. L. 480 Library Acquisitions Program. The Library carries on a program for the acquisition of library materials in Ceylon, India, Indonesia, Israel, Nepal, Pakistan, United Arab Republic, and Yugoslavia. In each of the countries foreign currencies accrued to the credit of the United States are used to employ local staff, rent office space, purchase books and other library materials, and ship the materials acquired directly to the Library of Congress and other U. S. libraries. Some 40 research libraries receive sets of foreign-language materials, and 310 libraries receive sets of English materials under this program. Almost 2,000,000 publications are acquired annually under the program.

The National Program for Acquisitions and Cataloging. This program operates under Title II-C of the Higher Education Act of 1965, through which the Library of Congress is responsible for (a) acquiring all materials currently published throughout the world which are of value to scholarship, (b) providing catalog information for these materials promptly after receipt, and (c) distributing bibliographic information by printing catalog cards and other means. In addition to cataloging offices in Europe, regional acquisitions offices operate in Nairobi, Kenya, and Rio de Janeiro, Brazil, to obtain materials not readily available through normal trade channels. The books acquired and cataloged under this program are listed in the Library's National Union Catalog, which in effect is an international bibliography.

International Exchange of Publications. Under this program the Library of Congress participates in the mutual exchange of official publications with over 100 governments; and in addition it carries on exchanges of publications with 24,000 foreign libraries, educational institutions, and research organizations.

Jointly Sponsored Program for Foreign Librarians. This program permits a limited number of professional librarians from foreign countries to be brought to the United States under the auspices of the U. S. Department of State. During their stay the selected individuals work for eleven months as staff members of the sponsoring libraries selected to give them the types of experience desired. In addition funds are provided for them for 40 days of orientation, travel, and attendance at professional meetings.

Exchange Visitor Program. This program enables a limited number of foreign librarians to learn and work at the Library of Congress for one-year periods.

The National Science Foundation (NSF)

The National Science Foundation has provided financial support to a number of study groups consisting of leading scientists and mathematicians, teachers, and technical specialists for the purpose of developing new approaches and new teaching materials in the sciences and mathematics. Through participation of foreign scientists and science teachers in many of these NSF activities, interest in new approaches to science education has grown in many of the developing countries, and several of them have embarked upon reform programs.

The National Science Foundation has worked closely with AID to assist developing countries in their efforts to improve their educational programs in science. Based upon the U. S. experience in this area, and supported in part by NSF, new materials in course content development and teacher training have been adapted to local needs and conditions abroad. For example, NSF has assisted AID in the formulation and administration of a USAID-financed cooperative program for the improvement of science education in India. The concept for the program grew out of a series of summer institutes for college and secondary school teachers. The main elements of the Joint Government of India/USAID program include the creation, adaptation, production, introduction, and distribution of improved instructional materials, devices, and methods; and the development and testing of modern courses and curricula at secondary and college levels. Under a Participating Agency Service Agreement with AID NSF initiated a science education improvement program with the five national universities of Central America.

Smithsonian Institution--International Exchange Service

The International Exchange Service distributes the publications of the Smithsonian Institution to scientific and learned institutions abroad. The Service also ships addressed packages of publications to other countries as exchanges or gifts from individuals, libraries, scientific societies, and educational institutions in the United States. Donors of scholarly and technical literature designate overseas recipients. If the list of donated publications is acceptable, the International Exchange Service pays the cost of shipping to foreign exchange bureaus for distribution to the recipients, who in some cases must pay for the cost of transmitting parcels from the exchange bureau to their addresses.

CHAPTER IV

SUMMARY OF INTERNATIONAL BOOK ACTIVITIES: PRIVATE ENTITIES, OTHER GOVERNMENTS, AND INTERNATIONAL ORGANIZATIONS*

The activities of numerous organizations other than the U. S. Government merit attention in this manual. This chapter therefore reviews the following:

A. The international book and library activities of the private non-profit entities, listing the three most important first--Franklin Book Programs, the Asia Foundation, and the Ford Foundation--and then considering the British Council, the Carnegie Corporation, the Commonwealth Fund, the East-West Center Press, the W. K. Kellogg and Rockefeller Foundations, the John D. Rockefeller 3rd Fund, the United States Book Exchange, and voluntary agencies and religious missions.

B. Activities of six trade and professional associations--the American Book Publishers Council, the American Educational Publishers Institute, the American Library Association, the Association of American University Presses, the Printing Industries of America, and the Book Development Council of the United Kingdom.

C. Examples of book program aid provided by donor nations other than the United States, including Australia, Canada, France, Germany, the Netherlands, Norway, Sweden, Taiwan, and the United Kingdom.

D. Book and library activities of international organizations, including the Asian Productivity Organization, the Colombo Plan, the Organization for Economic Cooperation and Development, the Pan American Union, UNESCO, and UNICEF.

A. NON-PROFIT ORGANIZATIONS AND PRIVATE FOUNDATIONS

Franklin Book Programs, Inc.

Franklin Book Programs (801 Second Avenue, New York, N. Y. 10017) is a private non-profit educational organization founded in 1952, whose purposes are (a) to create and/or strengthen local book publishing industries in the developing countries; (b) to improve book distribution systems; and (c) to promote the growth of libraries. Franklin is not itself a publisher. With only a few exceptions, all the publishing it supports is by local firms, and all work is done in the developing country, including editing, translating, printing, and publishing. Books to be published in translation are chosen by local advisers, and original works are locally conceived and developed. Except for certain projects relating to textbooks and school library books and arranged through ministries of education, books are not given away but are sold by publishers through commercial channels at prices suited to the local economy. The publisher takes a normal risk.

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*See the Appendix for a complete list of names and addresses of the book-related agencies referred to in this manual.

Franklin staff members are citizens of the countries where they work. In mid-1967 Franklin local offices were located in Baghdad, Beirut, Buenos Aires, Cairo, Dacca, Jakarta, Enugu, Kabul, Kaduna, Kuala Lumpur, Lagos, Lahore, Nairobi, Rio de Janeiro, Teheran, and Tabriz. Latin American programs are conducted through associated non-profit organizations. Franklin's work is made possible by financial contributions from foundations, corporations, individuals, and organizations in the United States and other countries, and from governments, notably those in the areas of Franklin operations.

Franklin's program is aimed at fulfilling immediate needs for published materials while concentrating on long-range efforts to encourage the use of books. Its activities are usually designed to serve a catalytic function in book development. Types of projects include: (a) providing a wide variety of books to Franklin offices for local review and selection for publication in the languages of the respective countries; (b) purchase of publishing and translation rights for books that are selected for their basic usefulness and interest; (c) technical assistance to local publishers; (d) development of training seminars in the United States and abroad in various phases of book creation and publishing; (e) cooperation with local governments and institutions regarding literacy campaigns; and (f) assistance in establishing school and village libraries.

The following are examples of the wide range of projects undertaken by Franklin Book Programs:

Afghan Education Project. Franklin has provided management of the Education Press in Kabul, Afghanistan since 1963. The primary function of the Press is the printing of textbooks for the Afghan Ministry of Education, which distributes them to students. The Press has produced several million textbooks under Franklin operation.

Afghan School Library Project. In cooperation with the Afghan Ministry of Education Franklin helped to establish 50 model school libraries. Each library was stocked with 500 volumes in Persian, and a few libraries were given a sampling of books in English and Arabic. Assistance also was provided in cataloging and training of teacher-librarians.

AID/Central Book Unit Projects. Franklin has handled a variety of programs for this agency, including:

Guidelines for private industry. In 1968-69 a brochure was developed outlining ways in which the U. S. private book industry can become more involved with publishers in developing countries.

New-literate demonstration kit. A collection of samples of educational materials being used in adult literacy programs in the United States was compiled to demonstrate to developing countries the wide variety of concepts, techniques, and tools that can be used in new-literacy programs.

Personnel training. Seminar/workshops have been organized in South and Southeast Asia for local private publishers. Franklin has also administered technical training projects in the United States and abroad for textbook and dictionary editors, book publishers, printers, and government officials concerned with educational and publishing development. (See Chapter X, Section H for details.)

Publishing rights. In 1963 Franklin began handling the Central Book unit's program to acquire publishing rights for modest initial overseas editions of U. S. development-related books for publication by small local private publishers under the sponsorship of the local USAID missions (see Chapter X, Section E).

Book publishing activities. From 1953 through 1967 Franklin cooperated in the publication and distribution of approximately 78,000,000 copies of more than 3,600 books in Arabic, Bengali, English, Indonesian, Malay, Persian, Pushtu, Portuguese, Spanish, and Urdu. Publication activities in 1967 alone produced more than 450 titles, of which more than 16,000,000 copies were printed.

Children's book projects in Brazil and Africa. In Brazil, a 50,000-item bibliography of children's books in Portuguese by subject and age group was developed. In a related project a bibliography with special emphasis on African folk tales was prepared for use in East Africa.

Iranian book sales project. In Iran Franklin aided in the preparation, production, and mass distribution of low-priced "Kitabhaye Jibi" paperback books in wire display racks to facilitate broadening the market beyond traditional bookstores (see Chapter VI, Section D, for further details).

Iranian new-literate project. Franklin helped establish the Iranian magazine for new-literates, Paik (Messenger), which is distributed throughout most of Iran at a selling price of about 2 1/2¢ per copy. To supplement the magazine a series of easy-reading books was launched. Paik is printed in several colors in a 24-page format, modeled after Scholastic Magazine.

Iranian textbook project. Through formal arrangement with the Iranian Ministry of Education, Franklin has been responsible for the production of over 60,000,000 textbooks in that country.

Latin-American medical library project. Under W. K. Kellogg Foundation sponsorship Franklin has implemented development of both a Spanish and Portuguese language Pre-Clinical Sciences Basic Library. The "library," composed of two different titles in each of nine pre-clinical science subjects, provides medical school libraries in Latin America with up-to-date reference and textbooks for loan to students through normal library operations.

Nigerian project. In the course of a four-year program in Nigeria supported by USAID/Nigeria and the Ford Foundation Franklin sponsored 17 Nigerian writers, editors, graphic artists, printers, publishers, and booksellers on training programs in the United States; established creative writers' groups in various centers for the production of supplementary readers and children's books; organized workshops for textbook writers; provided editorial service to Nigerian writers; and organized national and regional committees for the production of reading materials for new-literates.

The Asia Foundation

The purposes of the non-profit, privately supported Asia Foundation (550 Kearny Street, San Francisco, California 94109) are: (a) to support Asian individuals and organizations striving to develop their societies; (b) to facilitate regional cooperation among organizations concerned with the progress of Asia; and (c) to promote a better understanding of Asia and its peoples in the United States. Since its founding in 1951 the Foundation consistently has used books as one component in many of the programs it supports in the countries in which it operates, Afghanistan through Southeast Asia to Korea and Japan.

Through July, 1968, the Asia Foundation through its Books for Asian Students Program had provided 7,230,000 U. S. books and 1,189,000 periodicals to individuals and institutions in 18 Asian countries (see Chapter VII, Section B, for details). Most of the books were publishers' remainders. Foundation assistance to libraries is varied--work in library development emphasizes improvement of library practices and techniques, training for librarianship, and the improvement of library facilities. The programs undertaken in different countries by Asia Foundation representatives vary widely, for they are accorded much local autonomy. Summaries of recent activities in six countries follow:

Korea. The Asia Foundation's large-scale program in Korea has covered a wide range of activity, including procurement of special materials needed by Korean scholars; strengthening of library education and teacher-training programs; financial support for research studies; and special grants to libraries, ranging from university libraries to village libraries--assistance that has included grants for library books and buildings and training grants to send librarians to the United States to study.

Laos. In Laos the Asia Foundation provides books, periodicals, and journals in Lao and Thai for cluster libraries; administers an active Chinese-language elementary school textbook project for the private Chinese schools; and subsidizes the translation and/or writing of books in the Lao language to provide more reading materials for citizens of that country.

Malaysia. The Asia Foundation has distributed a collection of 110,000 science and literature books to elementary and secondary schools in the western part of the country and in Sarawak; funded two surveys, one concerning public libraries and the other school libraries; sponsored training courses for librarians in cooperation with the Library Association in Malaysia; and purchased special collections, such as the one on educational research presented to the Ministry of Education.

Pakistan. The Asia Foundation purchases sets of books for various libraries and institutions; supports a book rental program, primarily of scientific and technological titles, administered by university libraries; helps establish public libraries with donations of locally produced books; in its Dacca University Library Project provides a library consultant, training abroad for librarians, and basic reference libraries; and supports the Pakistan Library Association in various ways.

Philippines. The Books for Asian Students Program has distributed over 3,000,000 books and periodicals within the Philippines. For newly established school libraries in that country the Program first provides a selection of donated books. Thereafter assistance often is provided in the form of purchased books to help fill gaps in collections. The Asia Foundation also has furnished annually two purchased sets of books (500-1,300 volumes) to college libraries.

Thailand. In addition to local distribution of Books for Asian Students, the Foundation's program in Thailand has included payment of honoraria for writing or translating books in various disciplines as requested by faculties at Thai universities; development of small library collections for new-literates for selected community libraries, youth centers, and Buddhist schools; support to the Thai Library Association in conducting seminars, special studies, and book surveys, and in compiling bibliographies and book lists; and purchase of law books and reference materials in the Thai language for the Court of Appeals.

The Ford Foundation

As a function of its institution-building activities in developing countries, the Ford Foundation (320 E. 43rd Street, New York, N. Y. 10017) is active in book-related projects in many parts of the world. The following are representative examples:

Jamaica. The Ford Foundation granted $117,000 to the University of the West Indies for the development of experimental textbooks.

Kenya. Much of the Ford Foundation's activity in Kenya has been in the form of grants for personnel for the Curriculum Center. The Ford Foundation granted $210,000 for research on methods and training for English language teaching, and $300,000 to support the Africanization of University teaching materials facilities and to support African professors during time spent in research and writing. Ford also has a six-year project providing $250,000 for the purchase of classroom supplies by schools using the new Primary Approach. In 1966 Ford sponsored a conference in

Nairobi on the relevance of the primary school syllabus to the realities of life in Kenya.

Philippines project. Apart from joint sponsorship of the International Rice Research Institute, in which it has made heavy investments (including modest amounts for books and educational materials), the Ford Foundation has sponsored and supported a number of projects in the Philippines concerned with the development of experimental teaching materials and the improvement of libraries. These include (1) a grant to establish a Science Teaching Center at the University of the Philippines, focused on the elementary and secondary school grades and modeled after the plan of the Physical Science Study Committee which initiated science curriculum reform in the United States; (2) co-sponsorship of the Philippine Center for Language Study, which created new English-language course textbooks; and (3) a $377,500 grant to the Library of the University of the Philippines to strengthen general collections in the social sciences and to purchase needed periodicals.

University library development. In 1968 the Ford Foundation awarded $792,000 to the University of Delhi in India for the improvement of legal education and library development. Indiana University, under contract with the Foundation, has assisted the library of the University of Islamabad, Pakistan, in the selection and purchase of basic books and periodicals. The Foundation has also made grants of $150,000 to the National University of Colombia, and $247,000 to Haile Selassie I University in Ethiopia for central library development.

British Council

The British Council (65 New Oxford Street, London WC1, England) operates libraries and reading rooms and circulates book boxes to schools and other institutions in developing countries. In addition it engages in various aspects of book-related activity in such countries, of which the following are examples:

Book presentations. Books are given to non-Council libraries on a limited basis. Many of the donations have been made in East Africa, where hundreds of thousands of books have been presented to libraries that serve the public. Between 1960 and 1965 the British Council contributed $22,400 worth of books to Indonesian libraries.

Consultant services. British Council librarians in developing countries also have provided advice and professional counsel in such fields as library planning in Thailand, development of new libraries in India, and library training programs in Nigeria.

Elementary reading program. In 1968 the British Council in Nigeria inaugurated an experimental project, "Road to Success," to encourage English language reading by elementary school students. Single copies of 45 low-cost easy-reading paperback books are provided which students can read in class and also take home in the evening. Copies are replaced annually. The collections are housed in wooden boxes, and are divided into six different sets for students in the last two years of elementary school.

National library services. The Council has helped Kenya and Tanzania establish national library services. In Kenya its projects have included a book presentation program for the teacher training colleges, leading secondary schools, and the University; book exhibits; and a film lending library. In Tanzania the British Council has donated library books to secondary schools in and around Dar es Salaam and inexpensive textbooks to the University College. The Council's libraries in both countries are mainly composed of reference material for use by teachers and students.

Textbook projects. In India, Ceylon, Nigeria, and Trinidad the Council has provided multiple copies of the English language textbooks which are prescribed in the curricula of local universities, with special emphasis on texts in science, technology, economics, social sciences, medicine, and dentistry. These textbooks are available on long-term loan to students who otherwise would not be financially able to acquire them. In India alone over 60,000 textbooks have been made available on loan throughout the country.

Carnegie Corporation

The Carnegie Corporation of New York (437 Madison Avenue, New York, N. Y. 10022) provides direct assistance to the institutes of education in Kenya. It also has given a grant to the University College in Nairobi for the purchase of books for its education library.

Commonwealth Fund

The Commonweath Fund (1 East 75th Street, New York, N. Y. 10021) is active in the awarding of grants for the translation and publication of U. S. medical textbooks and reference works. For example, it supported Franklin Book Programs for translations into Spanish and Portuguese of medical works for use in Brazil, Colombia, and Peru.

East-West Center Press

The East-West Center Press (2444 Dole Street, Honolulu, Hawaii 96822) is the publishing division of the Center for Cultural and Technical Interchange between East and West, commonly referred to as the East-West Center, a national institution created in 1960 by the U. S. Congress at the University of Hawaii in Honolulu. The press began its publishing activities in 1963. It strives to further the Center's purpose of promoting mutual understanding between countries of the East and West through cultural and technical exchange and publication and interchange of books. It has therefore developed a program of importing and exporting publications and producing new works. Its import program consists of books printed mainly in Japan and Hong Kong. Its export program has consisted of three main elements:

East-West Editions. This is a series of low-cost paperback editions of

U. S. scholarly books which are sold only in Asia and in other areas of the developing world at about $1.50 per copy.

East-West Export Books. In this project the Press has acted as Asian sales representative for several U. S. university presses, mailing book lists to Asian booksellers and libraries, followed by occasional visits of salesmen.

Directory of Asian Institutions and Key Personnel. The East-West Center has been developing a multiple-purpose directory of Asian institutions and key individuals classified by fields of interest.

W. K. Kellogg Foundation

The W. K. Kellogg Foundation (400 North Avenue, Battle Creek, Michigan 49016) supplies funds for library materials and books. In Latin America it has given grants to institutions in Bolivia, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Nicaragua, and Paraguay. In 1968 the Foundation granted the University of Sao Paulo funds to establish a Brazilian National Bibliographic Center in the Dental School.

Rockefeller Foundation

The overseas activities of the Rockefeller Foundation (111 West 50th Street, New York, N. Y. 10020) have included many book-related projects of which the following are typical:

Kenya project. The Rockefeller Foundation has made grants to the University College, Nairobi, for periodicals and for curriculum development.

Library development. In 1967 the Rockefeller Foundation donated books to the library of the Faculty of Economics and Social Sciences at the Catholic University of Chile; purchased collections of basic works on international relations for the external affairs ministries of Botswana, Lesotho, and Guyana; provided library acquisitions for the University of Sao Paulo, Brazil; supported acquisition and cataloging of library materials for the Faculty of Economics, Thammasat University, Thailand; and gave study awards in library science in the United States to various library personnel overseas.

Philippine projects. The Rockefeller Foundation has upgraded library collections at the central library of the University of the Philippines and the Department of Home Economics library; donated library books to the Bureau of Plant Industry and the Magsaysay Award Foundation; and cosponsored the Philippines Center for Language Study, which has developed new elementary school textbooks. Rockefeller funds also support the China Medical Board (420 Lexington Avenue, New York, N. Y. 10017) which has provided book and journal donations to Philippine medical schools.

John D. Rockefeller 3rd Fund

The John D. Rockefeller 3rd Fund (30 Rockefeller Plaza, New York, N. Y. 10020) in 1968 granted the Siam Society of Thailand $25,000 for the acquisition of library and photographic materials for an ethnological museum; and $7,000 to the University of Chicago to establish library and research facilities and a photographic archive at the American Academy of Benares, India.

United States Book Exchange (USBE)

USBE (3335 Vee Street, N. E., Washington, D. C. 20018) is a self-supporting, non-governmental organization which provides a clearing house for the cooperative exchange of duplicates and other publications between libraries throughout the world. Financing is on the basis of an annual membership fee, plus handling fees and shipping costs. Stocks of the USBE include items deposited by member libraries, primarily research serials from various countries with emphasis on medical and other scientific and technical fields, books from abroad, and some out-of-print U. S. publications. Most titles are those published in the last 20 years.

USBE's basic values to libraries abroad are: (a) its ability to provide both current and out-of-print material (often otherwise unobtainable) at a low basic handling fee; (b) the fact that the deposit of materials on exchange which is required of member libraries abroad need not equal in number or value what is sent by USBE; and (c) the exchange factor is useful to foreign institutions in providing a distribution outlet in the United States for their research publications.

The Exchange has about 1,600 member libraries, including over 200 from about 55 countries outside the United States and Canada. Virtually all the important library, scientific, learned, and professional organizations in the United States are among USBE's sponsors. Approximately 4,000,000 books and periodicals are in stock, about 25% of foreign origin and 40% in languages other than English. By subject matter 40% of the publications are in science and technology, and about 20% cach in medicine, the social sciences, and literature and the arts.

Under contracts with AID's Central Book unit, USBE sent 2,524,000 publications to almost 2,000 libraries in developing nations between 1954 and 1963. The memberships of many current foreign members of USBE are financed by U. S. agencies, including USAID missions. (See Chapter VII, Section C, for further details of this project.)

Voluntary Agencies and Missions

Various voluntary agencies and religious missions have played active roles in the collection and distribution of donated publications to the developing world. Examples are the American Committee on Africa, American-Korean Foundation, American Middle East Rehabilitation, Benedictine Fathers, CARE, Catholic Relief Services, Darien Book Aid Plan, Engineers and Scientists Committee, Freedom House Books USA, Mission Secretariat Library Committee, and

World University Service. (See Chapter VII, Section E, for further details.)

Voluntary agencies and missions (including some of the above-noted entities) engage in book-related activities other than donated publication programs. Five of these are:

> CARE (660 First Avenue, New York, N. Y. 10016). Projects have included the printing and distribution of grammars and basic readers to 32,000 elementary school students throughout Haiti; and the provision of special literacy kits for use in adult education classes in 1,400 Guatemalan literacy centers.
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> Committee on World Literacy and Christian Literature (475 Riverside Drive, New York, N. Y. 10027). This organization conducts a basic adult education program in Seoul, Korea, for the production of literacy primers and the writing and production of simple literature for new-literates; and supports basic adult education programs for the production of literacy primers in Burma and Costa Rica.
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> Laubach Literacy, Inc. (1011 Harrison Street, Syracuse, N. Y. 13210). Laubach sponsors the development in Brazil of literacy and teaching materials in Portuguese, including the writing, illustrating, and publishing of new readers at low cost.
>
> New Tribes Mission (Woodworth, Wisconsin 53194). The mission carries on linguistic literacy and translation work with the Lawa tribe in Thailand. The work has involved establishing an alphabet, preparing literacy materials, and translating and teaching the Thai language.
>
> World University Service (20 West 40th Street, New York, N. Y. 10018). This group has made a grant in Paraguay for the purchase of a small printing press and equipment for a publishing center and book shop specializing in production of higher education level materials at minimum prices.

Further information concerning the book programs of voluntary agencies and missions can be obtained from the Technical Assistance Information Clearing House (TAICH) of the American Council of Voluntary Agencies, which under contract with AID/W has been serving as a center of information on the socioeconomic development programs of U. S. non-profit organizations abroad.

B. TRADE AND PROFESSIONAL ASSOCIATIONS

This section summarizes pertinent activities of five U. S. trade and professional associations--the American Book Publishers Council, the American Educational Publishers Institute, the American Library Association, the Association of American University Presses, and Printing Industries of America--and the British Book Development Council, Ltd. of the United Kingdom.

American Book Publishers Council (ABPC)

As a trade association the American Book Publishers Council (1 Park Avenue, New York, N. Y. 10016) does not carry on any overseas publishing, printing, or book distribution programs which relate to development. However, its directors and member firms do maintain an interest both in the export of U. S. books that serve national growth purposes and in the expansion of indigenous book industries in developing countries.

Export promotion, overseas marketing information, the reception of foreign visitors, and the provision of technical advisory services to public and private agencies normally are initiated and coordinated by the Joint International Trade Committee of the Council and the American Educational Publishers Institute. Member firms of both organizations are kept informed of U. S. Government programs and of trends and opportunities abroad by bulletins, special reports, and periodic meetings. Both associations are members of the Government Advisory Committee on International Book and Library Programs (see Chapter III, Section B).

An affiliate of the American Book Publishers Council, the National Book Committee is concerned with the wider and wiser use of books in the United States and abroad. The Committee has convened two conferences on American books abroad, and in 1966 prepared a survey of publishing, books, and library resources in Brazil under contract with AID/W.

American Educational Publishers Institute (AEPI)

The American Educational Publishers Institute (432 Park Avenue South, New York, N. Y. 10016) has engaged in a number of activities concerned with book development overseas. These have included:

Conferences. Participation in UNESCO educational planning and book development meetings and conferences in Asia, Latin America, and Africa; and cooperation with UNESCO in the preparation of working papers for the conferences.

Joint projects. AEPI has cooperated with the U. S. Office of Education in the establishment of a USOE/Educational Materials Center. Under the terms of a joint agreement publisher members of the Institute supply the Center with examination copies of new textbooks (see Chapter III, Section F, for project details). Joint projects have also been carried out with AID, USIA, Peace Corps, Franklin Book Programs, and the American Book Publishers Council.

Publications. The Institute sends publications to foreign book associations requesting material. The American Educational Publishers Institute has published works on the development and production of school books for Asia; curriculum trends, methodology, and content for educational publishing; textbook purchasing; surveys of book publishing in Eastern Europe; book exhibit planning; and others.

American Library Association (ALA)

The American Library Association (ALA) has been active in international library affairs since 1877. It has provided advisory and informational services on a world-wide basis, assisted in measures leading to the formation of library associations, encouraged greater uniformity in international library methods, sponsored exhibitions on books and library techniques, and developed projects for bringing foreign librarians to the United States to study under foundation grants.

ALA's International Relations Office (1420 N Street, N. W., Washington, D. C. 20005 and 50 East Huron Street, Chicago, Illinois 60611) handles its activities abroad. The Office administers grants for private foundations engaged in overseas institutional development such as (a) a Ford Foundation grant for the rehabilitation of the library at the University of Algiers; (b) grants for strengthening the Social Science Libraries at the University of the Philippines, the University of Brasilia, and Haile Selassie I University in Ethiopia, and (c) a Rockefeller-sponsored project to develop the Department of Library Science at the University of Delhi.

The Chicago office of the International Relations Office administers ALA's librarian exchange programs. The Multi-National Project, sponsored by the Department of State, brings librarians to the United States for a four-month study program. The Jointly Sponsored Program for Foreign Librarians, sponsored by the Special Libraries Association, the Department of State, and ALA, enables selected foreign librarians to spend eleven months in on-the-job training programs in U. S. libraries.

A project office of the International Relations office in Washington, D. C., is concerned with library assistance and advice to AID/W under the terms of an AID/Central Book unit contract. The purpose of this project, initiated in 1967, is to stimulate an expanded program of overseas library development. Specific targets are: (a) establishing a focal point of action; (b) developing appropriate field guidelines; (c) establishment of the framework for USAID library development activities; (d) supporting USAID operational activities; and (e) strengthening coordination among donor agencies. Under the terms of the contract ALA provides specific services and expertise on a Task Order basis to fulfill requests from AID Regional Bureaus, USAIDs, or the AID Office of Program and Policy Coordination.

Officials of ALA's Washington International Relations Office have visited USAIDs in East Asia and Latin America in order to identify library development projects that might be ready for action. Other activities under the AID/ALA project have included:

a. Periodically producing and distributing Development Libraries in International Development: A Newsletter, reporting various aspects of overseas library growth and other news of interest, and discussing techniques suitable for application in the developing world.

b. Convened a one-day conference for U. S. Government agencies and non-governmental organizations concerned with international library development, to share information on their respective activities.

The conference proceedings were published.

c. Conducted a two-day institutional seminar in which AID officials and a panel of library experts reviewed AID library programs to determine a priority list of countries for future developmental work, and to decide the types of libraries to be supported and the kinds of assistance they need.

d. Provided the services of a consultant to aid the Instituto de Estudios Superiores de Administracion in Caracas, Venezuela. The assistance covered all phases of library work involved in the first stage of organizing and establishing a specialized library.

Association of American University Presses (AAUP)

The Association of American University Presses (1 Park Avenue, New York, N. Y. 10016), through its International Cooperation Committee, has developed a number of international programs, usually with private foundation assistance. These include:

Centro Interamericano de Libros Academicos. AAUP joined with the National Library of Mexico in sponsoring this organization, which publishes and sells North American scholarly books in South America, and vice versa, to stimulate the flow of scholarly books throughout the Americas.

Latin American Translation Program. Under this program about 85 basic scholarly works in the humanities and social sciences are being translated from the Spanish and Portuguese and published by North American university presses.

Liaison with publishers. AAUP has established liaison with scholarly publishers and publishing associations in other countries. Representatives of AAUP have visited university presses and other publishers in Africa and Asia. The Association has also sponsored a number of training programs for foreign publishers.

Book distribution. In a project developed by AID's Central Book unit, 176-title sets of scholarly books published by U. S. university presses were sent to 53 developing countries (see Chapter VI, Section E).

Printing Industries of America

Printing Industries of America (461 Eighth Avenue, New York, N. Y. 10001) encourages the establishment and growth of indigenous printing industries in the developing countries and provides assistance to U. S. printers in joint ventures and licensing agreements with printers overseas. The efforts of the organization in support of these aims have included: (a) conducting teams of foreign printers and publishers through U. S. printing establishments to demonstrate operations and techniques; (b) sending representatives of the U. S. printing industry to various meetings concerned with printing problems in the developing world; and (c) encouraging Association members to undertake overseas ventures.

Book Development Council, Ltd., of the United Kingdom (BDC)

The Book Development Council (7 Albemarle Street, London W1, England) was established by the British Publishers Association in 1965 to work in close conjunction with government departments in increasing book exports and enhancing British influence abroad. Although the Council has obtained grants for specific purposes from the British National Export Council and the Overseas Trade Fairs Directorate, its financial support is obtained primarily from members of the British Publishers Association. The following Council activities are particularly relevant to this report:

> Computerized mailing service. The Book Development Council is engaged in the preparation of a sophisticated computerized mailing service which will cover the whole world, except for the United Kingdom, Eire, and the United States. Significant booksellers and libraries are being classified by size and specialization. Lists of educationists now being developed include such categories as elementary school inspectors, audio-visual advisers, and directors of education. The largest part of the file, however, will be devoted to teaching personnel in secondary and higher education, each of whom will be individually listed with the category of his position, teaching subjects, and research and subsidiary interests. Although this list will be used to promote the sale of British education books abroad, it will serve the reciprocal purpose of making educators in developing countries aware of the current significant literature in their fields of interest.
>
> Overseas book exhibits. The Council administers and provides financial assistance for the work of the Joint Overseas Exhibition Committee on which the British Council and the British Publishers Association are also directly represented. During 1967 the BDC circulated the Middle East Textbooks Exhibition mounted by the British Council in Iran, Iraq, Israel, Lebanon, and the Sudan, and in 1968 sponsored the British Educational Book Fortnight in Manila.
>
> Technical assistance and grants. The Book Development Council has developed a variety of book-related activities for developing countries, including (1) an experimental book coupon subsidy scheme for university students in Sierra Leone; (2) gifts of book collections to libraries in the Somali Republic and Botswana, and the writers' workshop in Nigeria; (3) financial grants for the Tanganyika Library Service, the Uganda National Book Week, and a bookseller training course in the Caribbean; (4) organization of a model book shop in Malaysia in association with the British Council; and (5) a training course for Malaysian booksellers, in association with the British Council and UNESCO.

C. BILATERAL AID FROM GOVERNMENTS OTHER THAN THE UNITED STATES

Many of the technically developed nations other than the United States and the United Kingdom provide bi-lateral assistance to the less-developed members of the world community, in some instances in programs of significant size and importance. A comprehensive list of such nations and of their book-related aid would be far too lengthy for this manual. The following are representative examples of these activities noted during several of the book development surveys sponsored by the AID/Central Books unit in 1966-67 (see Chapter X, Section A):

Australia. Some 1,460,000 elementary school science textbooks were provided without charge as a contribution to the Republic of Vietnam/ U. S. Instructional Materials Project (see Chapter XII, Section C); and book paper and school radios were donated to Laos.

Canada. The Canadiams have supplied the East African Literature Bureau with a publishing advisor and with 50 tons of paper for Uganda and 30 tons for Kenya; donated 20 tons of offset paper to Laos for Ministry of Educations books; funded the printing in Canada of French-language versions of Laotian elementary school geography textbooks; and granted $5,000 each to Kenya and Tanzania for the purchase of university-level and library books. Through the Canadian External Aid Office, university libraries in East Africa have been given depository status and can select government-produced documents at no cost. Canada also printed free of charge 460,000 elementary level civics textbooks for the Vietnamese Instructional Materials Project.

France. France has teachers in Cambodia, Laos, and Vietnam under bilateral agreements, and provides textbooks and reference books in the French language for institutional use in the secondary schools. It carries out the same programs in certain African countries.

Germany. In Thailand the Federal Republic of Germany has translated German technical school textbooks into Thai and printed them in Germany with the original four-color drawings.

Netherlands. Under the terms of a technical cooperation agreement with Indonesia the Netherlands allotted $140,000 in 1965 to provide scientific books, periodicals, and laboratory equipment; and in 1968 it began a project in Indonesia to teach printing and the graphic arts, sending printing specialists equipped with portable demonstration printing units.

Norway. To support and strengthen the work of the East Africa Literature Bureau, Norway sent book production and graphic arts and design specialists to Kenya for two-year assignments.

Sweden. Under a 10-year plan, the Government of Sweden has launched a bilateral program with Kenya for a science teachers college, in connection with which funds have been set aside to develop a small basic library for the college and to cover textbook costs. In response to a UNESCO request Sweden gave the Indonesian Ministry of Education 5,000 tons of good quality newsprint for the printing of an elementary school reading and mathematics series.

Taiwan. About 500,000 elementary level arithmetic textbooks were provided by Taiwan for the Vietnamese Instructional Materials Project.

United Kingdom. The United Kingdom has provided specialized book collections to organizations in Kenya, such as the Railway Training Institute; and through its Aid to Commonwealth English Program, it supports three staff specialists at the Kenya Curriculum Development Center who are working on the improvement of materials for teaching English. In Tanzania the United Kingdom has supported libraries in the secondary schools and at the University College of Dar es Salaam. In Vietnam books have been provided for the Agricultural College, the Atomic Research establishment at Dalat, and the Faculty of Education at Hue.

D. INTERNATIONAL ORGANIZATIONS

Asian Productivity Organization

This organization, whose headquarters are at Aoyama Daiichi Mansions, No. 11, 4-chome Akasaka Omate-Machi Minata-Ku, Tokyo, Japan, directs a region-wide industrial development and productivity improvement program, conducted through a central secretariat and 12 member-country National Productivity Centers. The organization also operates a technical information center in Manila to provide a broad exchange of technical information in visual and printed form, and to support all other elements in the program. The center was organized in 1968. Its scope of activity includes the preparation and exchange of non-commercial published and visual materials, as well as the development and commercial publication of appropriate texts, case studies, and reference materials reflecting specialized Asian experience.

Colombo Plan

The Colombo Plan (15 Alfred House Gardens, Colombo, Ceylon) has provided book-related assistance to several of its Asian members. In Indonesia the Colombo Plan was instrumental in establishing the Sekolah Teknik Negeri printing school in Djakarta and provided technical assistance to the newly functioning institution. The regional development organization has also provided technical personnel to Laos.

Organization for Economic Cooperation and Development (OECD)

OECD (Chateau de la Muette, 2 rue Andre Pascal, Paris, France) sponsors modest book programs in the less technically developed of its member countries. For example, in Turkey one of its projects has been translation of basic college level textbooks in mathematics, chemistry, and physics to serve as models for writers and publishers. The translations are done by professors in various science faculties of Turkey, and the published books are sold at minimal cost at Ministry of Education bookshops and sent free to major libraries. OECD has also given grants to the library of the Middle East Technical University for the purchase of books on economics and statistics, and subsidized the publication of the bulletins of the Ministry of Agriculture's Extension Service.

Pan American Union

The Pan American Union (17th Street and Constitution Avenue, N. W., Washington, D. C. 20006) is the general secretariat of the Organization of American States (OAS). It has been active in an inter-American program of library and bibliographic development since 1946. The program encompasses several major areas, including:

Bibliographic services. The Pan American Union seeks by various means to promote the compilation and publication of bibliographies and a network of bibliographic centers, such as the pilot regional center for the Caribbean. The PAU's Bibliographical Series is maintained; a Dewey Decimal classification for school and public libraries has been published in Spanish; and material has been prepared on centralization of university libraries and on national library planning and library legislation.

Conferences. The PAU has collaborated with the Library of Congress in sponsoring month-long assemblies of libraries of the Americas, and has held sumilar meetings and conferences on its own, such as a 1965 Round Table on International Cooperation, at which reports on the programs of 200 agencies and organizations concerned with Latin America were exchanged.

Information service. Maintains up-to-date information files and pub-Inter-American Library Relations, a quarterly, in Spanish and English. Continuing contact is maintained by PAU staff experts with national and international library associations and similar entities concerned with the improvement and expansion of library and bibliographical services.

Technical assistance and advisory services. These are provided to institutions of member states to improve library services and international exchanges of materials, and to assist in establishing documentation centers. Staff members or external consultants make recommendations concerning techniques, services, materials, and personnel.

Training of librarians. In its efforts to improve the quality of Latin American librarians and libraries, PAU regularly advises member states on academic and technical requirements for trained personnel and promotes advanced training for directors of libraries and library science teachers.

United Nations Children's Fund (UNICEF)

UNICEF (United Nations, New York, N. Y. 10017) does not formulate its own programs in developing countries. Instead it responds to pertinent host-government requests for educational materials and supplies to satisfy specific school needs. UNICEF usually holds title to the equipment provided it its projects, and retains title to consumables such as paper until they are put to use. Typical UNICEF country activities follow:

Indonesia. UNICEF provided 280-title sets of books, largely in English, for 20 small libraries at teacher training centers. In a library project UNICEF supplied duplicators, typewriters, and paper to produce educational materials in basic elementary education for about 80 teacher training centers and schools. Under its Family Life Program UNICEF supplied equipment and books for selected demonstration schools.

Iran. Recent UNICEF assistance in education has taken the form of demonstration equipment for teacher-training institutions (books, films, charts, maps, globes, science equipment, etc.); training grants; fees for translation into Persian of a number of standard teaching manuals; and a bookmobile, including books, to serve the nomadic tribal schools. In a small project UNICEF is providing supplementary teaching aids, books, and workshop equipment for the National Teaching Center and 31 demonstration schools.

Pakistan. UNICEF, as part of a joint project with UNESCO in secondary science teacher training* contributed $147,999 for standard kits of science teaching equipment for some 200 secondary schools, four teacher-training institutions, and ten normal schools.

Peru. UNICEF has provided $450,000 for equipment, audio-visual materials, libraries, reference books for normal schools, and printing equipment. As part of this program a multilith, a varityper, a camera for plate-making, and other printing equipment were installed at the National Men's Pedagogical Institute.

Thailand. UNICEF provides supplies and equipment, stipends, and honoraria in connection with in-service courses for elementary school teachers; provides educational equipment and supplies for rural secondary schools; and supplies similar forms of assistance to teacher-training institutions and to a girls' vocational schools project on curriculum and improvement of teaching standards.

In several cases UNICEF has provided direct assistance in the writing and publishing of children's books. For example, in a recently completed project in Taiwan, UNICEF provided stipends for writers and illustrators, paper, and printing equipment for an extensive series of children's books for school libraries. The books range in grade levels from one through eight and cover a wide range of non-fiction subjects, as well as modern and traditional stories. They also are used in Hong Kong, particularly on two bookmobiles UNICEF has purchased and equipped for use there. Similar projects are under way in Trinidad and Tobago and in Cameroun, where UNICEF has given printing equipment for the production of local supplementary school books.

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*In the instances when UNICEF provides aid to education, UNESCO has supplied the experts to analyze needs and give advice. Basic materials normally are selected from a supply list compiled by UNICEF headquarters. Books and films most often are chosen by a UNESCO expert, working with local UNICEF and government staff.

United Nations Educational, Scientific, and Technical Organization (UNESCO)

Although UNESCO (Place de Fontenoy, Paris 7^{e}, France) has engaged in a multitude of book-related activities almost since its inception, its Book Development Programme dates only to 1965. Until then UNESCO had dispersed its book activities and dealt with them only as components of other endeavors, without having evolved an overall program specifically devoted to the development of books as such. In line with the program, and a subsequent meeting on the production and distribution of books in Asia held in Tokyo in 1966, 12 Asian countries requested UNESCO experts to study the planning of national book development and the possibilities of establishing National Book Councils (see Chapter XIII, Section E).

The UNESCO Book Development Programme is basically promotional, rather than operational--UNESCO devotes itself to stimulating and assisting in the planning of book development, but not to the operation of projects. The program carries out five types of activities: (a) planning of regional conferences on book production and distribution--one took place in Accra, Ghana, in 1968 and another was planned for another region in 1969; (b) production assistance, including seeking financial assistance for publishers, and studies to determine how paper needs can be filled; (c) promotion of library development and the distribution of books through meetings on the planning and long term development of school and public libraries; (d) training of personnel, particularly in the graphic arts; and (e) carrying out research and studies and gathering data on world production and distribution of books.

Book activities of UNESCO in the developing countries have included various types of projects concerned with book production, the free flow of books, the growth of libraries, readership, and training of authors. Typical recent instances of UNESCO assistance in these areas are noted below:

> Book production. In Peru UNESCO, in cooperation with UNICEF, has worked with national pedagogical institutes and normal schools in a project to prepare more effective teaching and training materials; and in Indonesia UNESCO provided the means through which a 5,000-ton donation of Swedish newsprint was made to the Ministry of Education for printing of textbooks. UNESCO initiated two centers in Africa to produce school books. One, in Accra, Ghana, has the principal aims of preparing textbooks and other teaching aids, and training specialists (including illustrators and publishers) in the techniques of textbook preparation. The production of material prepared by the Accra center has been handled by outside publishers; it was developed to serve Ghana and neighboring countries. A second center in Yaounde, Cameroun, has become a publishing unit complete with presses, binding machines, and photo laboratories. It has produced textbooks for various school levels, as well as reading materials for new-literates. With the help of experts and fellowships it conducted a training program for technicians, including emphasis on on-the-job training. The Center developed into a multi-national publishing venture.
>
> Free flow of books. Along with the dearth of printing and publishing facilities in large areas of the developing world, many obstacles impede the full production and free circulation of books. UNESCO activities in this area have included: (a) adoption of an international agreement to

grant duty-free import of books, periodicals, and other printed matter; (b) an international UNESCO Coupon scheme (see Chapter VI, Section F), to overcome foreign currency difficulties in purchasing books and other publications; (c) promotion of legislation to lower the cost of postage for books; (d) adoption of the Universal Copyright Convention to provide foreign works the same protection that countries give creative projects of their own nationals; and (e) recommendations concerning the international standardization of statistics relating to book and periodical production.

Library development. The improvement of public and school libraries has been assisted by UNESCO through various means, including the provision of experts and fellowships, and the organization of seminars and institutionalized training courses. A primary concern of UNESCO's Department of Documentation, Libraries, and Archives is improvement of facilities for library training in the developing countries. In this respect, UNESCO encourages Francophone African countries to send students to the School of Librarianship of the University of Dakar, and aids the East African School of Librarianship at Makerere College in Kampala, Uganda.

Assistance in the form of experts, fellowships, and equipment is provided to member states at their request under the Technical Assistance component of the United Nations Development Program and UNESCO's Participation Program. UNESCO acts as the executive agency for about 100 projects for the United Nations Special Fund, most of which are concerned with the establishment of research and education in the developing countries. UNESCO gives advice on the library components of these projects.

Conferences on the national planning of library services were held in Ecuador in 1966 and in Ceylon in 1967. UNESCO organized a Guatemala meeting of experts on the development of school libraries in Central America and Panama in 1968.

The bi-monthly UNESCO Bulletin for Libraries keeps member nations and others up to date on trends in librarianship and related fields; the bimonthly publication, Bibliography, Documentation, Terminology, contains news of current activities in these fields. Special assistance is being provided in the establishment of scientific and technical documentation services in Argentina, Bolivia, Korea, the Malagasy Republic, Kenya, Thailand, and Turkey.

Readership. One of UNESCO's most important sustained activities is the Regional Center for Reading Materials in South Asia, located in Karachi, Pakistan. The Center's program (see Chapter XI, Section E) covers a wide range of activities, from the training of writers to assistance in the translation and publication of pamphlets in the main languages of the region. Smaller projects on a national scale have followed similar lines. The primary emphasis is on materials for new-literates.

Training of authors. Use has been made of fellowships under the UNESCO Technical Assistance Program to train authors, and to provide them with opportunities to travel to gather material. Alternatively, UNESCO-funded experts have been attached to ministries of education for the training of local authors. For example, a UNESCO specialist was assigned to the Lao Materials Production Center for a number of years, helping train authors and writing and editing elementary school textbooks.

National Commissions for UNESCO are national organizations which are responsible for implementing the various programs of UNESCO headquarters in Paris and of its regional offices. The following are examples:

The Korean National Commission has (a) distributed many thousands of gift books and periodicals to re-equip university libraries destroyed by war; (b) provided financial assistance for organized reference centers; (c) published books covering UNESCO activities; and (d) helped finance the construction of the National Textbook Company printing plant.

The Thailand National Commission has been the channel through which UNESCO has (a) sponsored workshops on textbook production and seminars on the development of book services; (b) provided a book design expert to the Department of Educational Techniques, (c) distributed and/or translated foreign language titles in education and the natural and social sciences for teachers and libraries throughout Thailand; (d) provided consultative services and supporting studies and surveys in the field of library development; and (e) sponsored the development of new experimental materials to improve the teaching of science at all levels.

The Turkish National Commission for UNESCO has supported (a) the translation and/or publication of U. S. textbooks for the Academy of Social Welfare with UNESCO help in paying for translation and copyright fees; (b) a series of library science handbooks in English and French; and (c) a bibliography of books on education that were published in Turkey before the introduction of the Latin alphabet.

CHAPTER V

U. S. POLICY AND IMPLEMENTATION DIRECTIVES REGARDING BOOK AND LIBRARY DEVELOPMENT

AID's Policy Determination 12, "The Use of Books in the AID Program," issued on September 17, 1962, explicitly changed the Agency's previous and long-standing concept of limiting books to project-related operations. The directive recognized books as important tools in national development and gave the status of AID objectives to the availability of books and the development of local capability in writing, printing, publishing, and distribution.

In Policy Determination 12, AID's former Office of Education and Social Development was given the responsibility of serving as a focal point for providing guidance, support, and leadership to the increased book efforts of the Regional Bureaus and the USAIDs. To enable the Office to undertake such activity $520,000 was obligated in FY 1963 for use as a Central Book Fund. The Fund's stated mission was the initiation of exploratory programs and the design and execution of pilot projects to test approaches and methods, with an expectation that the results of the projects would enable both the Regional Bureaus and the USAIDs to incorporate similar activities in their future programs. The Central Book unit presently is administered by the Education and Human Resources Division of the Office of Program and Policy Coordination. Chapter III, Section C, covers the work of the unit in detail.

This chapter details the policy statement and implementation directives which guide AID (and where pertinent, other U. S. Government agencies) in book and library activities today. It covers:

A. The National Policy Statement of January 4, 1967, and its accompanying implementation directive to Government agencies.

B. AID Manual Order 1612.69.3 issued two weeks later, which outlines the use of books in the AID program.

These documents establish the framework within which AID/W, Regional Bureaus, and USAID book and library programs and projects operate.

A. NATIONAL POLICY STATEMENT AND IMPLEMENTATION DIRECTIVE ON INTERNATIONAL BOOK AND LIBRARY ACTIVITIES, JANUARY 4, 1967

President Johnson in a February 2, 1966 message to Congress, stated his belief that an intensified effort in book and library activities must be a basic part of the nation's effort in international education. The following January the President approved a National Policy Statement on International

Book and Library Activities that formalized the concept. At the same time he approved a directive to Government agencies for implementation of the National Policy Statement. The texts of these documents follow, quoted in their entirety.

National Policy Statement on International Book and Library Activities (January 4, 1967)

In his message to Congress of February 2, 1966, the President said, "Education lies at the heart of our international relations." Books, by definition, are essential to education and to the achievement of literacy. They are also essential to communication and understanding among the peoples of the world. It is through books that people communicate in the more lasting form their beliefs, aspirations, cultural achievements, and scientific knowledge.

In the United States and other developed countries, where there has been the opportunity for a long time to emphasize education and books, there have been created vast resources of printed materials and other forms of recorded knowledge in all fields of human endeavor. In the United States, a great complex of library systems has emerged, serving ordinary citizens as well as students and scholars. In the developing countries, where more than two-thirds of the world's population live, there is an acute need for the books essential to educational growth and general social progress, and for libraries which can enable these nations more easily to acquire and use the technology of the modern world. The United States Government declares that it is prepared, as a major policy, to give full and vigorous support to a coordinated effort of public and private organizations which will make more available to the developing countries these books and library resources of the United States which these countries need and desire.

The total needs of the developing countries with regard to books cannot be adequately filled by assistance from the outside; nor, under present conditions, can they be filled from local resources. From a long-range point of view, the establishment of viable book publishing and distribution facilities in the developing countries and regions is essential. It shall therefore also be the policy of the United States Government to encourage and support the establishment of such facilities.

The utility of books goes beyond their contribution to material progress. The free and full exchange of ideas, experiences and information, through books, is indispensable to effective communication between people and nations, and has a unique role to play in the enrichment of the human spirit. Recognizing this, the United States Government is further prepared, as a major policy, actively to promote the free flow of books and other forms of recorded knowledge.

The task of filling the world's need for books and of achieving an adequate exchange of books among the nations is immense. No single institution or agency and no single government can hope to accomplish it alone. It is therefore essential that all agencies of Government concerned in any way with international book and library programs assign to these a high priority. It is further essential that they coordinate their book and library efforts with those of other government agencies and private institutions. "Agencies will propose to the President for transmittal to the Congress any requirements for new legislation or special funds to carry out this policy." All agencies of government, under the direction of the Department of State, should actively seek to cooperate with other governments on a bi-lateral or multi-lateral basis in the achievement of these objectives.

The Assistant Secretary of State for Educational and Cultural Affairs has the responsibility for coordinating United States Government efforts in this field.

Directive to Government Agencies for Implementation of the National Policy Statement on International Book and Library Activities*

I. To carry out the foregoing policy, agencies are directed to develop specific courses of action within the framework of their financial resources and statutory responsibilities, to accomplish the following goals:

  A. To insure that the book and library assistance programs of all federal agencies contribute on a coordinated basis to the broad objectives of educational growth and peaceful progress in the developing countries by such activities as:

    1. assisting in the development of textbooks and supplementary reading materials for indigenous school systems;

    2. expanding programs for distribution and supporting the publication of low-priced editions of American books, including textbooks and source materials, in English and in translation;

    3. establishing, under local auspices, English and indigenous language rental libraries and bookstores for high school and college students;

    4. providing graded reading materials for new literates in local languages or English;

    5. providing books to support the basic professions and trades and the learned disciplines, theoretical and practical;

    6. providing funds and technical assistance to establish viable indigenous book publishing and distributing facilities;

    7. contributing to the development of greater professional compe-

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*Transmitted to the Secretary of State, the Secretary of the Department of Health, Education, and Welfare, the Administrator of AID, the Librarian of Congress, the Director of the Peace Corps, the Secretary of the Smithsonian Institution, and the Director of the USIA.

tence by increasing the number of exchange and training programs for book publishers, librarians, textbook writers and editors, and persons engaged in related activities;

8. supporting a program of library development, in cooperation with the U. S. publishing industry, U. S. libraries, library organizations and institutions, to include:
    a. assistance in adapting to local conditions and needs the most advanced library technology;
    b. overall "collection development" programs by cooperating institutions in the U. S.;
    c. counseling on library development;
    d. sizeable expansion of the present Smithsonian program to provide core libraries overseas with U. S. journals and serial publications;
9. initiating a major training program for library personnel, to include:
    a. strengthening of existing national and regional library schools, plus refresher and in-service training and selected work-study training in the U. S.;
    b. development of additional regional library schools with provision of scholarship funds;
    c. instruction in the application of modern technology to library practices.

B. To encourage and directly support the increased distribution abroad of books studying or reflecting the full spectrum of American life and culture, by:

1. expanding U. S. book "presentation" programs and otherwise facilitating gifts of books abroad;
2. encouraging cooperative ventures between U. S. and overseas publishers for the publication of American books abroad, in translations or in inexpensive English-language reprints; and
3. increasing the number of American libraries and book stores overseas.

C. To further a greatly increased inflow of foreign books and materials including journals, microfilms, and reproductions of art, music, folklore, archival and manuscript collections, to U. S. libraries through the use of PL 480, appropriations under Title IIc of the Higher Education Act of 1965 and other funds.

D. To stimulate and support a much more extensive exchange program in books and related materials between U. S. and foreign libraries, museums, educational and research institutions.

E. To encourage closer liason between American and foreign libraries, greater exchange of reference and bibliographical information, and closer collaboration in the development of information storage and retrieval and computer utilization programs.

F. To support as appropriate measures designed to lower or eliminate tariff barriers, exchange restrictions and other impediments to the free flow of books and related educational materials.

G. To provide greater support to the efforts of the U. S. book industry toward the attainment of these goals.

II. The Department of State, in consultation with appropriate agencies, is directed to insure:

A. That activites of U. S. Government agencies are coordinated in such a way that Government resources will be used with the greatest efficiency and economy.

B. That the actions of the U. S. Government take into account the activities of private institutions and of the American book industry in the international book and library field.

C. That specific actions are tailored to conditions in specific countries or regions.

III. In seeking any new legislation or additional funds, agencies, in consultation with the Department of State, should make appropriate proposals to the President through normal legislative clearances budgetary channels.

B. MANUAL ORDER 1612.69.3: "THE USE OF BOOKS IN THE AID PROGRAM"

AID M. O. 1612.69.3, "The Use of Books in the AID Program," was published on January 19, 1967, two weeks after the National Policy Statement and Implementation Directive was released. It provides policy guidance for providing educational materials and professional publications for use abroad, and for AID support of the development of indigenous educational materials and local book industries. It also emphasizes a broadened role for the private sector in developing countries. The following is the Manual Order quoted in its entirety:

General

A. Books are one of the major factors in building the human resources required for the political, economic, and social development of a nation. They are a tool for stimulating leadership and the general public in thinking about political, economic, and social issues. They offer information which is vital for a balanced understanding of the processes with which an emerging nation has to deal. They are a record of action taken in dealing with economic problems. They serve as a medium for the transfer of knowledge and know-how in the education and training process, within a generation and between generations.

B. In nearly all underdeveloped countries there exists an extreme shortage of books in all fields of knowledge. To achieve our goals in helping to develop economically viable democratic societies, the U. S. wants to assure that the people in developing countries have access to the intellectual resources and technical skills of the Western world.

C. Current and continuing attention by AID to the needs for scientific and technical works, for textbooks, and for other published reference materials in all of its overseas policies is essential to the implementation of this policy. Careful consideration of the book element in every project, program, and related activity in a country program is necessary if this emphasis is to be realized.

D. All resources in support of this policy must be carefully utilized in relation to other emphases of the AID program. Also, it is essential to assure full coordination with the efforts of other donors.

AID Policy

A. In the light of these considerations, AID policy is as follows:

1. The fact that books and publications are significant resources for economic and social development should be reflected in appropriate form and on an adequate scale in the AID program. All project activity funded by AID should make full utilization of these resources. In addition, books and journals should be applied as a significant program tool in themselves.

2. Books and writings which are relevant to the political, economic, and social development of a democratic society are eligible for AID funding, whether loan or grant financed. Of particular importance are texts and other books in the spheres related to social and economic development, e. g., science, technology, engineering, medicine, agriculture, and industry--all fields in which the U. S. is the recognized world leader.

3. In accordance with its long-range objectives, AID should be prepared to respond to requests from developing countries for assistance in establishing and expanding local writing, printing, publishing, and distribution capabilities. In addition to Technical Assistance, Capital Assistance can play a major role in this context.

4. It is desirable that AID contribute significantly to the availabil-

ity of books in the cooperating country's libraries and schools, agencies and institutions, and for purchase by students, professional people, businessmen, and the general public at a price which is reasonable in local terms. There are various means of implementing this objective. Individual circumstances will determine the selection or combination of the most appropriate means, as well as the role the private sector may play in this effort. AID/W will continue to provide bibliographical services to facilitate sound selection of the U. S. books most useful overseas.

5. Textbooks constitute the paramount immediate book need in most developing countries. The textbook area is also the most diversified and complex in its requirements. Textbook assistance, appropriately integrated with total educational planning, should be an integral part of the AID program of educational assistance.

   a. At the elementary school level, AID textbook assistance should be predicated on a major commitment and a well-designed plan of the cooperating country to meet its own needs. This frequently involves restructuring of the curriculum, the adoption of new teaching techniques, massive teacher-training programs, and the introduction of improved educational administration. Without such integrated approaches to educational planning and educational assistance, the development and introduction of new elementary teaching materials is not often constructive. In most cases, the elementary test materials must be developed locally and provided in indigenous languages.

   b. At high levels of the educational system, major gains may frequently be made through the inflow of U. S. textbooks and related teaching materials, either in English or in translated form. AID will expand its efforts in these areas. The Agency will determine new approaches to the use of existing books and materials, and to the printing of low-cost editions to assure the availability of needed books at prices students can afford to pay. In addition to textbooks in English and/or indigenous languages, the Agency's efforts will include the provision of materials to assist in the teaching of English. (See also M. O. 1612.69.1--English Language Teaching.)

6. AID will make every possible effort to involve the private U. S. book industry in the development of appropriate and needed indigenous book publishing capability in the developing countries. A broadened U. S. private-sector commitment to the development of the book industry is essential to meet the growing demand for needed books.

7. Through institutional and intergovernmental arrangements, AID will facilitate the provision of donated books where needs have been identified and where these resources are appropriate. Procedures for implementing such arrangements will be covered in a separate guideline. Meanwhile, current specific needs for donated books, identified by the Mission, should be called to the attention of the local Public

Affairs Office of the U. S. Information Service. Efforts to meet such needs could then be services under the donated books program of the Office of Private Cooperation of the U. S. Information Agency.

8. Books, journals, and other related materials may be provided by the Agency on a specific project basis and/or from technical support funds, even in situations where participant training or the provision of the services of U. S. technicians may not be specifically required. Also, such materials may be provided, under either interregional or regionally funded projects. For guidance on programming specific types of assistance, consult the appropriate chapter in the AID Manual.

PART TWO

ACTIVITIES, PROGRAMS, METHODS, AND TECHNIQUES FOR IMPLEMENTATION

CHAPTER VI

BOOK SUBSIDY PROGRAMS AND PROJECTS

One of the activity areas of direct or support nature which has proven useful in increasing the flow of educational, scientific, technical, professional, and informational materials to developing countries has been the application of a wide variety of subsidy techniques. This chapter covers a representative number of such subsidized programs and projects, including:

A. University textbook rental libraries, to provide students access to books they otherwise would not be able to obtain.

B. Textbook depository libraries, to place curriculum resource laboratory materials at the disposal of developing country entities involved in the creation and production of school books.

C. Scientific and technical books, to enhance and make more useful the library collections of scientific, technical, educational, and research institutions.

D. Specialized book collections, to fill special library development needs.

E. Book subsidy techniques to facilitate various levels of creation, production, and distribution of books.

F. Currency conversion plans to help developing nations overcome acute foreign exchange convertibility problems.

A. UNIVERSITY TEXTBOOK RENTAL LIBRARIES

In all developing countries there is a serious shortage of university level textbooks, and in nearly all instances the reason is the same--students cannot afford to buy their own textbooks, and institutions lack funds to provide them. Often lack of foreign exchange with which to purchase books is a contributing factor, for such books usually originate in the technologically advanced countries. In most of the developing countries, the cost to the average student of acquiring imported textbooks is prohibitive.

To assist in meeting this problem a University Textbook Rental Library demonstration program was established by AID in 1963, to be financed from its Central Book unit.* Each of the Regional Bureaus was requested to select two institutions in different countries within the region in which this experimental program could be initiated. In view of the pilot nature of the program, specific faculties or schools within the selected institutions were chosen.

In each instance, up to 3,500 textbooks were provided--books that would play a functional role within the overall education program of the institution. Thus staff and faculty of the recipient university, with the assistance of the USAID Education Adviser, selected the U. S. textbook titles on an individual basis and indicated for each the number of copies appropriate for an effective rental system. Priority for selection of titles was given to those needed for effective subject matter coverage in the designated discipline, and which were normally outside the purchasing power of most students.

At each location multiple copies of selected titles were placed in the rental library from which students could rent books at a nominal fee, usually set in consultation between the host institution and the local USAID mission. The program was not administered by the university library but rather by the university or a faculty, and was set up and operated as a clearly identifiable and separate activity of the recipient institution. The AID/W Central Book Fund paid for the cost of the initial procurement and shipment of the rental collections (average cost about $20,000-$30,000), and the fees collected were used for repair and replacement of damaged and worn out volumes. The ordering and shipment of textbooks to the recipient institutions was carried out between September, 1963 and 1965. The project was carried out at several universities:

Afghanistan: Kabul University (Faculty of Letters)
Brazil: National Rural University, Guanabara (Faculties of Agriculture and Veterinary Medicine)
Chile: Catholic University, Santiago (Mathematics and Physical Sciences)
India: Uttar Pradesh University (Agriculture)
Peru: La Molina University (Agriculture and Science)
Philippines: Cebu Institute of Technology and Southwestern University, Cebu (Medical Education)
Syria: University of Aleppo (Science, Engineering, Medicine, and Law)

Representative Textbook Rental Library Projects

The files of AID/W reveal that the Textbook Rental Library demonstration programs achieved varying degrees of success. Several are briefly described below:

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*The Ford Foundation and the Asia Foundation also have subsidized textbook rental installations in various countries.

> The Cebu projects. The Philippine demonstration projects at the Cebu Institute of Technology and at Southwestern University have met with significant results. The projects provide basic collections of medical books to students in the two institutions, but differ from the standard rental plan envisioned for the original AID/W program in that not all of the textbooks are on a rental basis. It was felt from the beginning that a medical graduate going into practice should have a basic reference library of his own. Thus the ten preclinical (basic science) textbooks are rented to the students, and the ten clinical books are sold to them.
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> The clinical books are sold on a five-year installment plan and rental texts are also programmed on a five-year basis. This cycle was adopted because medical textbooks are revised and new editions published on about a five-year cycle, and because rental books last for about five uses with minor repair. The rental books are thus charged at an annual fee of one-fifth the replacement cost, plus a modest loading factor to take care of damage and loss. Procurement of replacement books is handled through a local bookseller who charges a minimal fee. The plan enables the students to obtain books at prices substantially lower than those in the United States. Asian editions are used when available.
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> USAID/Philippines has reported that as a result of the Cebu textbook rental-purchase project, student book use at the two involved institutions has jumped from about 25% to 100%. The Philippine Undersecretary of Education reported in 1966 that "the skill of the graduate has improved tremendously, and scholastically the two medical schools have advanced far from their relatively low position before the project." Results of the pilot project were so impressive that the remaining five medical schools in the Philippines formally asked to be included.
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> Uttar Pradesh University project (India). This land-grant university received 170 titles and a total of somewhat over 3,000 volumes for its "Textbook Lending Library" in the Faculty of Agriculture. Students who were finding the prices of imported textbooks far beyond their means were able to rent at a charge of 5% of the published prices for each trimester. Only registered students declared eligible by their instructors can participate in the project. According to a mid-1966 report from USAID/India, the project was working successfully and had been of considerable value and assistance to the university's students and staff. A problem at that time was the rental charge--the University and USAID were considering reduction of the trimester charge to 2% to enable needy students to make greater use of the library textbooks. Even at 5%, however, the rental income appeared inadequate to replace volumes as they wore out.
>
> The Kabul University project (Afghanistan). At Kabul University the Textbook Rental Library Project proved unsuccessful primarily because of lack of advanced English-language proficiency on the part of the undergraduate students who were to use the books. A USAID/Afghanistan university contract team reported that fewer than 5% of the students had acquired English skills necessary to read American college texts with efficiency, and that the "buy American" stipulation incorporated into the project

meant that all books acquired were college level English language texts which were not of use to the majority of Kabul University students. Other reasons cited by the team for non-use of books were that (a) the University made available thousands of other books without charge, (b) the centralization of the University's administration and library facilities prohibited the maintenance of book collections separate from the library, and (c) there was no tradition in Afghanistan of student payment for educational materials. A similar project at the National Rural University in Brazil was also unsuccessful, and again language was a major factor.

Latin American Regional Bureau Textbook Rental Program. Late in 1966 USAID Missions in Latin America were urged to take the initiative in helping to bridge the increasing textbook gap among college and university students in the region by making small grants to institutions for the purchase of books to establish student rental libraries. Concurrently, the Regional Technical Aids Center (RTAC) in Mexico City was directed to contract for the translation and publication of 125 new textbooks for classroom use in the freshman and sophomore years as another component in the university rental library program. Like the textbooks in the earlier Central Book Fund-sponsored rental program, the volumes were not reference works; they were science, mathematics, and engineering textbooks intended for day-to-day classroom use. However, the titles were translated into Spanish, which had not been done in the previous projects.

By the end of 1967 USAID agreements with Latin American institutions of higher learning for the establishment of rental libraries had approached 30, and six were in operation. Under the program each university rental library is established with a USAID grant averaging about $5,000, plus RTAC books whose worth usually equals the grant. The USAID funds are used to buy books not published by RTAC. The cooperating University provides space and personnel, and pays operating costs. All proceeds from rentals or sales of books go to buy replacements or new books. Students pay about 25% of a book's value to rent it for an academic year.

Textbook selection committees are cautioned to avoid reference works, which in Latin America, and most other developing areas, tend to stay on rental library shelves unused. RTAC calculates that unless 90% of the books are in circulation, the library will not pay its own way and thus not achieve its purpose of making university textbooks available to students in need. (For further information write RTAC/AID, c/o Embassy of the United States, Mexico City, Mexico.)

B. TEXTBOOK DEPOSITORY LIBRARIES

In 1964 and 1965, AID/W's Central Book Activities unit developed a demonstration program for Textbook Depository Libraries to help meet a priority need in curriculum development that long had been identified in developing countries. The project provided 13 demonstration collections of 1,000 volumes each in nine countries designated by the Regional Bureaus to show the value of U. S. curriculum resource material in connection with textbook adoption or adaptation and in the development of indigenous texts. In each instance the collection and funding were provided on the basis of a written request from the host country.

The collections consisted of one copy each of professionally selected U. S. texts that together provided a relatively complete cross-section of the curriculum and of the varied approaches of its representation in text form by individual U. S. educational publishers. The collections were weighted for concentrated coverage of curriculum elements of special interest in the educational process in developing lands. Further, each collection contained about 100 carefully selected reference books relating to textbook writing and editing, textbook selection, and curriculum development.

These demonstration libraries were placed in host country universities, normal schools, Ministries of Education, materials development centers, and the like--locations in which Ministry of Education and USAID officials agreed the books could make a maximum contribution to educational development in general and to local textbook development in particular. The nine countries in which Textbook Depository Libraries were placed were Afghanistan, Cameroun, Iran, Kenya, Republic of Korea, Nepal, Nigeria, Thailand, and Turkey. Of the 13 collections, seven covered the secondary school level, and six were related to specific branches of college level curricula. An AID/W contract was placed with the University of Pittsburgh's School of Education for selection of the representative cross section of U. S. textbooks suitable for each collection.

The 13 textbook collections provided the recipients with reference materials in connection with a variety of activities, including:

Textbook writing, editing, and publishing
Adaptation, abridgement, or translation of texts from technologically advanced nations
Review and selection of U. S. or other countries' texts for use in the host country
Formulating educational policies and developing revised educational standards
Developing new or revised curricula and revised teaching techniques and standards
Training or retraining teachers in the use of textbooks in teaching
Study of curriculum, instructional materials, and teaching techniques used in the United States

The Textbook Depository Libraries are viewed as the nuclei for collections of educational materials resources of the type known in the United States as "Curriculum Resource Laboratories" or Instructional Materials Centers. The typical Instructional Materials Center is more than a collection of sample textbooks and related teachers' manuals, student workbooks, and study guides--it is also a central depository for professional books on curriculum development, instructional method, supervision and administration of the instructional program, and preparation, selection, and evaluation of instructional materials. A well-equipped center also includes a collection of literature for children and young people for use at both the elementary and secondary levels. Publishers' catalogs and standard references on instructional materials also are included, as are films, tapes, kinescopes, programmed materials, models, maps, and other media of instruction. (A source for useful current information is the Educational Materials Center of the U. S. Office of Education--see Chapter III, Section F.)

However, the Textbook Depository Library collections were limited largely to books, because of their overwhelming importance among instructional materials in the host countries. Where available, the teacher's edition of a textbook was provided because in addition to all the material of the standard text it usually includes a supplement offering references and suggestions for effective use of the textbook by the teacher and the student. Such supplements may include sources of supplementary and related instructional materials, questions for discussion, suggested class activities, sample homework assignments, and sample examinations based on text contents. Editions of this type are particularly helpful to inexperienced or undertrained teachers.

The elementary level was not represented in the demonstration Textbook Depository Libraries. Members of various AID-sponsored survey teams studying book needs in developing countries during 1966 and 1967 found there was a need for comparable resources at the elementary level. Such collections would probably be of significant assistance to Ministries of Education and private publishers in developing countries who usually lack access to such material.

In FY 1968 AID arranged for the Educational Materials Center of the U. S. Office of Education to evaluate the demonstration Textbook Depository Library program to (1) develop technical guidelines for USAID use in existing and new installations; and (2) provide assistance in the conduct of overseas training in the use of such collections in textbook evaluation, selection, writing, and use. (For further information concerning the Textbook Depository Libraries and the titles they contain, contact the Technical Assistance Bureau, Education and Human Resources Division, AID/W.)

C. SCIENCE AND TECHNICAL BOOKS FOR LIBRARY COLLECTION DEVELOPMENT

AID's Central Book unit developed its Science Book Program as an experimental project in June, 1963. The original concept for this program of purchase subsidies for scientific and technical books had been conceived earlier in the Government Advisory Committee on International Book and Library Development. The project was designed to bring to scientists and educators in a limited number of developing countries scientific and technical books and journals at prices their institutions could afford to pay. Until June, 1968, the project was handled for AID by the National Academy of Sciences (NAS) under contract. Since that time the American Library Association has taken over the task.

The program provides a way for scientific, technical, educational, and research institutions to acquire books (and to a limited extent, journals) in the social, natural, and applied sciences, education, public and business administration, and related technical fields, as well as general reference works, at a fraction of their actual cost. Each of the participating countries was required to establish a small and informal Book Program Committee consisting of representatives of the major scientific and educational organizations sharing in the program. The committee allocates dollar quotas for the purchase of books and journals by each institution, and has arranged for an administrative mechanism to handle orders and local payments. Participating institutions pay between 20% and 50% of the retail price of the publications, using either local currency, U. S. dollars, or UNESCO Book Coupons (see Chapter VI, Section F).

Initially payment and ordering procedures were established with the advice and assistance of USAIDs, and orders were submitted directly to NAS. They now are sent to the American Library Association in Washington, D. C., where they are reviewed for program applicability and then forwarded to the book procurement company which contracts with AID to gather the books and send them to the recipient institutions. Dollars or UNESCO Book Coupons flowing into the program from recipient countries are deposited to individual country "accounts" and are used to purchase more books and journals.

Although the Science Book Program originally was financed on a demonstration basis by the Central Book unit, over the years such financing declined and the Missions gradually have taken over responsibility. In line with present AID programming policy emphasis, the central funding support provided for the program was terminated June 30, 1968. Through April, 1968, $685,000 had been allocated for the program--47.5% by Missions, 30.2% by the Central Book unit, and 20.5% by the host countries. During a period of nearly five years an average of about $30,000 per participating country was spent, most of it to send some 45,000 U. S. books overseas, and a small amount for scientific and technical journals.

The Program has helped bring about advances in library science among participating institutions. Union card catalogs, standard cataloging systems and inter-library loan systems have been developed; open-shelf library policies and long-term faculty and student check-out privileges have been inaugurated; and training of local librarians has been provided. The Program has been instrumental in encouraging the creation of inter-institution library and book committees for policy-making and administrative purposes, and in establishing common standards and practices among the recipient institutions. It has also provided a focal point (in the form of the book committee) for national library legislation and has enhanced the prestige and service capacity of scientific and technical documentation centers.

Among the prime operational problems of the Science Book Program have been (1) excessively slow delivery of books to recipients--sometimes as much as a year from time of order to receipt; (2) a general weakness of communications between the field and the contractor; and (3) frequent neglect of this relatively small program by large and busy Missions. Overall, however, the impact of the program usually has been striking. AID is interested in continuing and expanding the program, whose concept recently has been adopted by other technically developed countries, such as France and West Germany. (For further information on the program and its current operation, see AID/M. O. 1612.69.4, "AID Science-Technical Book Subsidy Program;" AID/M. O. 1425.3, "Procedures for A.I.D. Procurement: Books;" or contact the American Library Association's International Relations Office in Washington, D. C.)

D. BOOK SUBSIDY TECHNIQUES AT VARIOUS LEVELS OF PRODUCTION AND DISTRIBUTION

Other sections of this chapter deal primarily with book subsidy programs that are global or regional in nature and provide for identical or similar projects in a number of developing countries. This short section briefly reviews book subsidy techniques that are used on more modest or individual scales within developing countries, and which act at various levels of book industry activity--publishing, printing, and distribution. The following discussions are meant to be representative rather than exhaustive. They show the wide range of subsidy possibilities that are assisting in book and library development in emerging nations.

Subsidies for Materials. Providing paper, printing ink, glue, binding, and other raw materials has had two important benefits: (a) it has proven to be an effective means of lowering the cost of educational materials in many developing countries; and (b) it has enabled countries which do not produce enough necessary materials, and lack the foreign exchange to import them, to obtain supplies to meet at least some of their requirements. Paper alone may account for 50% of the cost of producing books in a developing country (see Chapter X, Section F, for further discussion of paper needs). Various developed countries and UN agencies have provided raw materials for books for governments and/or publishers in emerging nations.

Subsidies to Authors. Subsidies to authors of books take various forms. Private foundations (such as the Ford, Asia, and Rockefeller Foundations) and USIS Missions have paid authors in developing countries sums sufficient to enable them to suspend regular work in order to devote time to writing required books. Universities in developing countries sometimes relieve professors from teaching assignments so that they can devote the necessary time to creating textbooks. Such universities and USIS Missions may also subsidize an author by presenting him a proportion of the volumes printed, allowing him to receive and keep the monies from the books he sells. Franklin Book Programs offices also use these methods to stimulate the local preparation of manuscripts for textbooks and supplementary readings.

Subsidies to Publishers. Book publishers and/or printers--they are usually the same in developing countries--receive subsidies that follow much the same pattern. For example, to lower the price of certain textbooks the University of Sao Paulo in Brazil has contracted with commercial publishers to purchase at a 30% discount up to 30% of print runs, usually 1,000 copies, of manuscripts the university determines worthy of publication. The University then sells its quantity at purchase price to students and professors, thus assuring them a substantial discount. The publisher is assured of a basic sale to cover his costs, and can usually thereby lower the retail price for the remainder of the copies. USIA's Textbook Translation Program (Chapter III, Section D) and AID's RTAC/Mexico (Chapter XI, Section A) use similar publisher subsidy devices.

Subsidies to Printing Plants. Foreign entities, both governments and foundations, have helped subsidize textbook production in numerous developing countries through technical assistance agreements under whose terms Ministry of Education and semi-governmental printing plants have been equipped, modernized, and/or expanded. Many of these projects have included training of local staff, either in the developing country or elsewhere.

Subsidies for Sales Promotion. USIS Missions in Latin America contract with leading book importers and distributors to promote the commercial sale of books published under USIA's Latin American Book Program. The USIS Missions assist the local distributors with their promotional efforts by paying for a portion of the cost of newspaper and magazine advertising, pamphlets and flyers, book displays and book racks, street vendors, door-to-door salesmen, distribution of copies to book reviewers, discounts, movie theater advertising, and radio advertising. Many Latin American professors have little to do with textbook ordering because they do not know what is available. To help solve that problem, USIA and AID have collaborated on a college-level textbook catalog which includes listings from the leading publishers of the region. The cover, binding, promotion, and distribution costs were funded jointly by USIA and AID, and the catalogs were distributed directly to university campuses and professors through RTAC/Mexico City and the USIS regional book offices.

USIA and AID also have worked jointly on projects that employ "college book travelers" in various countries of Latin America. The travelers visit university campuses, represent all publishers listed in the textbook catalog, and carry samples from individual firms. The travelers not only promote sales, but also secure reactions from professors on newly published books as guidelines to future programming, acquire curricular information, and ascertain future book needs for textbooks and collateral reading. Their work has been supplemented by professors in different universities who have contracted to perform functions similar to those of the travelers.

Subsidies for Book Distribution. The expanded distribution of books within developing countries has been the aim of many projects sponsored by donor entities. For example, as part of Franklin Book Programs' mass distribution scheme in Iran, called "Kitabhaye Jibi" (Pocket Book), publishers pooled resources to introduce low-priced, high-quality paperback books in large editions throughout the cities, towns, and in some instances the rural areas of the country. To increase the number of outlets beyond traditional bookstores, ingenious use has been made of locally-made wire display racks. Over 4,000 racks were manufactured using a design similar to that used for paperback book display in the United States. Wheeled, revolving, counter, fixed-leg, and other types of racks have been used, depending on the dimensions of the display space available. Such racks have made it possible to sell books in bazaars, newsstands, and shops of all kinds. Franklin further helped subsidize the project by translating many of the books published, and assisting in the procurement of translation rights.

The activities of the United States Book Exchange (USBE), a cooperative clearing house for the exchange of library duplicates which has played an active role in book distribution to developing countries, are covered in Chapter IV, Section A, of this manual. Donor entity systems to increase the flow of books to the developing countries through currency conversion schemes are taken up in Section F of this chapter.

E. SPECIALIZED BOOK COLLECTIONS

This section discusses three specialized book collection projects developed in the early 1960s for use by USAID Missions: the American University Press Book Project and the National Development Reference Libraries, both developed by AID's Central Book unit, and the "Little Libraries" program. The programs are no longer active.

The American University Press Book Project (AUP) and the National Development Reference Libraries (NDRL)

The American University Press Book Project was approved and completely funded during FY 1963, and book shipments under it were completed early in 1964. In all 95 sets of books were sent to 53 countries, each set consisting of 176 scholarly titles that had been published by American university presses during the three years preceding. The main subject categories were business and economics, medicine, education, psychology and sociology, political science and law, agriculture, and communications and journalism. The net cost to AID for each collection was $1,000.

The National Development Reference Library Project was funded by AID/W during its first three years, but beginning in FY 1966, AID/W activity was limited to preparation of lists of books recommended for USAID purchase to bring coverage of specific fields up to date, and to replace volumes lost or worn out. Through mid-1966 119 sets of about 267 titles were sent to 52 countries under the project. The 540 titles included in the total project covered five major categories: (a) human resources and the national growth process, including books on education, public administration, social welfare, public health and safety, labor and manpower development, sociology, community development, and industrial organization and management; (b) economic development problems and processes; (c) natural resources, technology, and national growth, including science, research and development, agriculture, housing and urban development, natural resources, industrial development, and transportation; (d) development assistance and finance; and (e) selected sources of reference.

Comparisons. Both projects were experimental and had a similar objective--to fill part of the book gap in developing countries by putting specialized books in English, chiefly U. S. publications, at the disposal of leaders in development activities. Working toward that aim, AID/W under each project selected collections of then-current books judged to be of exceptional quality and usefulness to leaders in development, science, and technology in host countries, and distributed them through USAIDs or AID representatives. Most countries received two duplicate sets of books under each project--one usually retained in the USAID or Embassy library or its equivalent, the other placed in the library of an institution recommended by AID officers in the country as best suited to make books available to individual executives, scholars, scientists, and technicians, whether citizens of the country or foreigners working there.

The projects differed in emphasis. Books for the National Development

Reference Libraries were chosen primarily for up-to-date coverage of rather broad fields and their usefulness to generalists involved in development efforts. The American University Press books were selected with greater consideration of the degree to which they typified U. S. scientific method and its results and of their importance to both pure and applied research--they were often therefore of greater interest to specialists.

In some countries different depositories were selected for books under the two projects in an attempt to reach the different groups with which the projects were concerned. American University Press books in some cases went to universities or other teaching and research agencies, while NDRL books were sent to development banks, planning commissions, or other entities more directly concerned with problems of national growth. The NDRL collection was revised and updated for several successive years, while the AUP collection was presented only once. In time the NDRL project came to embody part of the AUP project, as increasing numbers of NDRL selections were either University Press publications or were written by people in the academic world and commercially published.

Both activities received cooperative support from the U. S. publishing industry. In addition to help in screening publications, the AUP project was granted a discount of 50% from all publishers' list prices, while different publishers' discounts on NDRL selections ranged from 10% to 50% for an average list price reduction of 35%. Both projects were funded by the AID Central Book unit and all books were procured through the AID procurement agency, which handled details of purchasing, labeling, packing, and shipping.

"Little Libraries" Program

Beginning in 1960, and continuing for several years thereafter, the Technical Aids Branch of AID, then the International Cooperation Administration, developed a series of 32 "Little Libraries" of U. S. technical and scientific paperback books covering the range of concerns in overseas programs for economic, industrial, and social development. Each "Little Library" represented a cross section of U. S. literature in a specific field of information. The number of titles in each collection ranged from 13 to 58. A total of 1,068 titles were assembled to cover ten major fields: industrial organization and management, the U. S. business system, public administration, communication resources, economics, industrial technology, public health, agriculture, the physical sciences, and the life sciences. The libraries--precursors of the AUP and NDRL projects--were developed to help meet the desperate shortage of specialized information in almost all of the developing lands. The recipient USAIDs placed the "Little Libraries" in host government departments, developmental entities, planning organizations, educational institutions, training centers, and industrial, trade, or commercial associations.

F. CURRENCY CONVERSION PLANS

The UNESCO Coupon Plan

The UNESCO Coupon scheme helps institutions and individuals in developing countries that are members of UNESCO to buy books and publications, educational films, and scientific materials* from technologically developed UNESCO member countries. In each participating country the government has appointed a national distributing body from which UNESCO Coupons can be purchased. These agencies (usually the National Commissions for UNESCO in the countries involved) can provide information on the coupon scheme. An alternative is to contact the UNESCO Coupon Office in Paris.

The value of coupons allotted to each country is limited both by UNESCO's hard-currency reserves and by the amount of coupons a government is able to buy. National distributing bodies may therefore have to make allocations of coupons on a priority basis, in which the needs of educational, scientific, and cultural institutions serving large or important groups generally receive first priority. In each participating country coupons are sold for national currency at the official dollar exchange rate on the day of sale. In some countries the national distributing body adds a surcharge to the price of the coupons, but this never exceeds 5%. The scheme permits individuals and institutions in countries which have non-convertible currency to buy books and materials from the technologically advanced states. The device has proven quite helpful.

UNESCO Coupons are issued in $1,000, $100, $30, $10, and $1 values. Blank coupons, also available, may be made out for amounts from $0.01 to $0.99 U. S. Purchased for local currency, the coupons are accepted by publishers or book jobbers, and are converted through the established banking system. The UNESCO Coupon Office in Paris redeems the coupons, but remittances may also be sent to organizations in several other countries, including the United States, Canada, West Germany, Japan, Italy, and the Netherlands. Suppliers are paid in their national currencies at the official rate of exchange for the U. S. dollar. Handling charges on a sliding scale are deducted from payments--5% for amounts up to $100, 4% for amounts between $100 and $1,000, and 3% for amounts over $1,000.

Informational Media Guaranty Program (IMG)

The USIA Informational Media Guaranty program was a similar currency conversion plan but worked differently in that exchange-guaranty contracts were drawn with individual country quotas and a U. S. publisher quota system. Under the scheme, U. S. publishers sold books, periodicals, and other educational materials through normal commerical channels to importers in 27 dollar-short countries. The U. S. exporter in turn sold the local currency he received to the U. S. Treasury, which then sold the local currency to U. S.

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*Coupons for the purchase of scientific material are available only to educational and research institutions.

Government agencies operating in the country for use in meeting U. S. local currency expenses. Those dollars acquired from such sales were credited to a revolving fund for re-use under the IMG program.

The IMG program originally came into being under Marshall Plan legislation in 1948 and was administered by the precursor of AID until 1952 when that agency asked the State Department to take it over. From that time until the program was dissolved in 1967, it was administered by USIA under the authority of a series of amendments to that agency's basic legislation. During its operation the program enabled foreign countries with serious dollar shortages to import over $80,000,000 worth of U. S. books, periodicals, and films. Bills to re-establish this type of program have been introduced at recent sessions of Congress, but have not been approved.

Other Book Coupon Plans

The Book Development Council plan. The BDC in the United Kingdom has developed a coupon scheme under which a student obtains a reduced price on needed books on a title-by-title basis within limits set by pre-established quotas assigned to the instituion he attends. The coupon, with a partial remittance in convertible currency, is forwarded directly to the British publisher, who in effect "sells" the book at a reduced price, and redeems the coupon through the Book Development Council.

Brazilian plan. A plan was proposed in 1966 by a member of USAID/Brazil to help alleviate the book gap in that country. University students were to be issued an average of three coupons each. A student would write on a coupon the title of a U. S. book he wished to purchase, and ask his professor to sign it to confirm that the book was related to the student's educational interests. The coupon would then be brought to a recognized bookseller, where the student would buy the book for 50% of its converted Brazilian retail price. The bookseller would retain the student's cash payment, representing the normal income from sale of a U. S. book, and forward the coupon, duly stamped, to the American publisher who would redeem it from AID/W for 65% of the U. S. list price, plus a fixed percentage for freight from New York to Rio de Janeiro. U. S. publishers would send initial stocks of suitable titles to Brazil on consignment under the plan. IMG criteria would be used to eliminate noneducational titles, and titles published by or contracted to Brazilian publishers for translation would be omitted from the plan, thus protecting local publishers from undue competition. The plan called for an AID subsidy of $1,500,000 for the first 18 months. Although much negotiation took place with Brazilian and U. S. publishers regarding the concept, it did not come to fruition, in part because the Brazilian publishers were not enthusiastic.

Indonesia plan. Indonesia was a large-scale user of the IMG program until 1962, when the program ended in that country because severe inflation and an artificially low exchange rate, coupled with severe time restrictions on the use of local counterpart funds, led to excessive amounts of Indonesian currency accumulating in IMG accounts. To take its place the Indonesian government instituted a systematic and equitable book coupon subsidization plan that enabled institutions and students to continue purchasing U. S. university-level textbooks. Under the coupon plan the Government of Indonesia purchased the books with foreign currency holdings. Students in higher education then were able to use coupons to purchase assigned, imported books at 50% of their retail price. The coupons, accompanied by local currency to cover 50% of the book cost, were turned in to booksellers by qualified students. The booksellers subsequently deposited the coupons at appropriate government offices, where they were converted into local currency covering the remaining 50% of the selling price.

"Book Bank, U.S.A."

Although the "Book Bank, U.S.A." plan never was approved, the concept is worth reviewing briefly. The idea was developed by the Panel on Scientific, Technical, and Medical Books for the Government Advisory Committee on International Book Programs in 1963. It was an attempt to develop a broadly based vehicle to increase the flow of useful U. S. scientific, technical, text, and reference books overseas. It called for the creation of a centrally administered fund and clearing house, which could be used by participating agencies, governmental as well as private, to procure books and grant subsidies to selected recipients through the simple device of drawing "Book Checks" against the fund. There was to be no co-mingling of monies--each agency would maintain and control its own account. The fund was to have been set up in Washington, preferably as a non-profit, private foundation, eligible to perform designated services and to accept grants from government sources.

Any agency maintaining an account with the Book Bank would issue Book Checks much in the same manner as one would draw against any bank account. For example, a sponsoring agency would select a recipient institution in a developing country, and send the institution a Book Check valid up to a specific amount. The institution would then make up an order list of books of priority need, based on catalogs of U. S. publishers, advice and reference material available at the nearest USIA library, and the assistance of an approved local bookseller. The order list would designate author, title, publisher, and current list price. It would be turned over to the bookseller with the Book Check made out in the bookseller's name. The bookseller would forward the institution's order, together with the endorsed Book Check, to the Book Bank, and the institution would send copies of its order to the agency from which it received the Book Check and to the Book Bank. Book Bank officials, after checking the Book Check endorsement and book order, would forward copies of the order to the publishers involved. The publishers would pick out and mail their own titles to the originating bookstore; and the publishers would bill the Book Bank directly at the established wholesale price.

After lengthy consideration, AID and USIA reported that they were unable to participate in the Book Bank concept because of funding problems and agency operating restrictions.

CHAPTER VII

DONATED BOOK ACTIVITIES

The donation of publications for distribution overseas through governmental entities, private foundations, voluntary agencies, and religious missions has been a significant force for book and library development in Asia, Africa, and Latin America. These donations--both new titles and second-hand copies, from publisher overstocks and by individual contributions--have resulted in the shipment abroad of over 10,000,000 U. S. books and periodicals since World War II. Most have been for public institutions, but many also for individual recipients. The continuing flow overseas of donated U. S. books and periodicals is due to the charitable instincts of American individuals and firms, and to the Internal Revenue Code which permits the fair market value of such material to be taken as a Federal tax deduction.

The level of English-language ability in nations in which English is not widely spoken restricts the usefulness of such gifts to secondary and university levels and to scientific, technical, and professional publications. Where English is fairly universal, as in the Anglophone states of Africa and in the Philippines, donated books can also become important factors at the elementary school level and in the public libraries.

English language abilities and relevance to specific book needs are basic to the success of donated book programs, and some have not reached optimum effectiveness because these requirements were lacking. For example, relatively few donated books in English at certain Asian and Latin American institutions can be understood sufficiently by students who try to read them. And in the English-speaking Philippines elementary and secondary school library holdings are overwhelmingly composed of donated, second-hand U. S. school books, the content of which is often of limited applicability. While State of California English books and readers often can be used satisfactorily as supplementary material, social studies books cannot. The more successful donated book activities discussed in this chapter provide for pre-selection by recipients to help insure the use of publications sent overseas.*

This chapter discusses the programs of the following sponsoring entities that distribute donated books, and sometimes periodicals:

A. The USIA Donated Books Program.

B. The Asia Foundation's Books for Asian Students Program.

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*The factor of recipient choice produces favorable results for many book programs. Thus much of the success of the AID Science Book Program (Chapter VI, Section C) is attributed to the pertinence of the titles, which are selected by the recipient institutions according to their basic needs and aims.

C. AID/W's donated book activities.

D. The U. S. Navy's Project Handclasp.

E. Activities of twelve voluntary agencies and religious missions.

A. USIA DONATED BOOKS PROGRAM

Background. The Office of Private Cooperation of USIA entered the donated books field in the early 1950's, when it established a program to pay for the cost of overseas shipment and distribution of used books collected by voluntary charitable agencies. This activity was abandoned by the agency in 1959 as ineffective and too time-consuming. Thereafter USIA helped support the overseas book distribution work of the U. S. Book Exchange (see Chapter VII, Section C) for several years. In 1963, however, a USIA study indicated that the agency could achieve greater impact and effectiveness if it concentrated on the donation of new rather than second-hand books. It has followed that policy ever since.

Volume. The Private Resources Division of USIA's Office of Private Cooperation operates that agency's donated books program. The program started with the 1963 procurement of 250,000 volumes, most dating from the late 1950's and some fairly old. At that time, USIA began soliciting U. S. publishers for overstocks. It also began developing new paperbacks in packets. By FY 1968, the USIA donated books program was distributing 2,500,000 volumes per year. Its FY 1969 goal was set at 3,000,000, plus 1,000,000 volumes for a separate African Textbook Program.

Distribution. The volumes included in USIA's current donated books program are usually presented to foreign institutions and less often to individuals. They are not placed in the USIS libraries, reading rooms, binational centers or other U. S. establishments or U. S. supported institutions, such as schools for American dependents. Many of the books are used to increase and improve the collections in libraries of developing countries.

As an example, USIA's donated book activities in Nigeria during 1967 were fairly typical in scope and diversity. Book distribution was coordinated with the Peace Corps, which distributed titles suitable for use in primary and lower secondary grades where many Peace Corps Volunteers taught. USIS/Nigeria worked directly with the various general and special libraries of the five Nigerian universities, and the needs of these institutions were given first consideration in the distribution of all donated books. Teacher-training colleges and advanced technical schools also received priority consideration. Other regular recipients of small libraries, 50 to 100 volumes, included military training schools, youth clubs, labor groups, and local organizations. There also was an extensive program of book presentation to both regional and local public libraries. Finally, USIA presented small "business libraries" to a score of interested firms for their employees' use. These were kept up-to-date through annual additions of new materials.

Operation. Titles received for the program are examined by reviewers before being approved for distribution. Every two or three weeks USIA's Private Resources Division sends to the field two annotated bibliographies of 60 new titles of donated books available for presentation, one for USIS, and the other for Peace Corps Missions. In both instances the bibliographies include short reviews of the listed titles and show the numbers of copies available. The new books supplied in the program cover a wide range of categories, including art, biography, business, crafts, drama, economic development and social progress, education, fiction, history, English language, literature, philosophy and religion, poetry, government and political science, prestige presentation books, reference works, science and technology, books supporting basic professions and trades, and basic collection to stock new libraries.

The books are shipped overseas either without charge or at reduced rates through the permission of shipping conferences. USIS Missions consolidate orders and submit them to USIA/ICS New York Service Staff (252 Seventh Avenue, New York, N. Y. 10001). Books requested by Peace Corps Missions are submitted through USIA, but as separate consolidated orders that can be packed, labeled, and shipped separately.

African Textbook Program. Under USIA's new African Textbook Program, samples of the donated books are sent to USIS Missions on that continent for review and possible adoption by host country Ministries of Education. This is the first USIA program in which all books in the project have been elementary school textbooks. The chief problem facing the program revolves around the suitability of the donated U. S. textbooks for established curricula in the African countries. To expedite shipments for the African Program, USIA plans to bypass the Brooklyn Warehouse used for other donated books, and have the textbooks sent directly from publishing houses to shipping lines. U. S. carriers ship materials free-of-charge for USIA anywhere in Africa. (For more information concerning USIA's donated book activities, contact USIA/Office of Private Cooperation, Washington, D. C. 20025.)

B. THE ASIA FOUNDATION/BOOKS FOR ASIAN STUDENTS PROGRAM

Like the USIA Donated Books Program, the Asia Foundation's Books for Asian Students program concentrates on the distribution of publisher overstocks, although it accepts used books that meet its standards. Used secondary and university level texts published after 1950 and earlier books by standard authors are accepted. Scholarly, scientific, and technical journals in runs of five years or more also are welcomed, providing the donor sends a list for approval before sending the journals. If approved, all shipping charges are paid by the Asia Foundation. The categories of books and journals distributed are as diverse as those in the USIA donated books program.

Objectives. Aims of the Books for Asian Students program, which began in 1953, include: (a) supplying books as tools for learning, (b) enlarging Asian students' understanding of the Western community of thought, (c) aiding English language literacy and use of English as a second language, and (d) providing how-to-do-it information for educational and civic work.

Operation. The Foundation's field office staff canvasses universities and colleges in Asian countries to determine their English language book needs. Specific requests detailing the kinds of books required are forwarded to San Francisco. Using existing stocks, area, program, and book specialists make up collections in categories and quantities requested. The collections are packed and shipped by the program staff, usually within a month after the request is received. Asia Foundation offices in seven countries also maintain local stocks of books from which educators can make personal selections, and lists of available titles are sent to outlying areas. Through July, 1968, 7,230,000 books and 1,189,000 periodicals and journals had been distributed through the Books for Asian Students program. Leading recipient countries included the Philippines (2,941,000 volumes), Pakistan (815,000), Malaysia/Singapore (543,000), India (463,000), Korea (294,000), and Vietnam (248,000). Other nations that have received substantial quantities include Burma, Ceylon, Hong Kong, Indonesia, Taiwan, and Thailand.

Voluntary Participation. Although publishers' overstocks play an important role, students and professors of over 700 U. S. campuses, as well as librarians, book-sellers, civic organizations, and individuals, have participated in the program. Campus drives for collecting books have been conducted by international relations clubs, relief organizations, service fraternities, and other student groups. Many such groups have sent collections to universities and colleges of their choice in Asia. Librarians also send duplicates of useful books.

C. DONATED BOOK ACTIVITIES OF THE U. S. AGENCY FOR INTERNATIONAL DEVELOPMENT

Transportation for Voluntary Agency Programs. AID has on several occasions considered funding a donated used-book program. However, the discouraging experience of USIA (Section A above) and problems encountered in formulating such a program deterred the agency from taking a direct role. In late 1968 AID's activity in the donated used books area was limited to monies provided by the Voluntary Agencies Division of AID to non-profit voluntary agencies and missions (see Section E below) for the transportation of eligible supplies, including books. This support is provided through reimbursement for ocean freight costs.

United States Book Exchange. AID's sole important project in the donated books area was a nine-year effort (1954 to 1963) under contracts awarded to the United States Book Exchange for the servicing of libraries abroad (see Chapter IV, Section A). Using the contract funds in effect as a bank account from which they could pay USBE handling fees and shipping costs, almost 2,000 libraries in developing countries requested and received 5,524,000 books and periodicals that had been contributed to USBE by 1,600 U. S. research libraries, publishers, professional societies, and individuals. Of the total, over 900,000 publications were shipped to East Asia, 700,000 to Latin America, 600,000 to the Near East and South Asia, and the remainder to Africa and Europe. The AID paid the costs of receiving the publications, screening and sorting them, offering them to foreign institutions, and shipping them to the recipients. The processing cost worked out to be $0.68 per item.

D. U. S. NAVY PROJECT HANDCLASP

The U. S. Navy in Project Handclasp distributes donations of recent books to areas visited by fleet units or areas where Navy personnel are stationed. Organizations may request shipment of books to a particular recipient in these areas. When the request is approved, books must be packed according to specification and shipped to Project Handclasp warehouses in Norfolk or San Diego. Transportation overseas is on a space-available basis, with no guarantees of delivery and no liability for loss. Arrangements must be made by donor organizations to have cargo picked up and cleared by customs.

E. VOLUNTARY AGENCIES AND MISSIONS

Voluntary agencies and religious missions long have played a role in the distribution of donated publications abroad. Listed below, in alphabetical order, are short descriptions of the activities of twelve organizations. There are of course many other non-profit entities which collect, process, and distribute new and used donated books to institutions and individuals in the developing world.

American Committee on Africa (164 Madison Avenue, New York, N. Y. 10016). Books are shipped to various educational institutions in Africa. Requests from African institutions are accepted. Donors must submit lists of titles before sending them to the American Committee on Africa.

American-Korean Foundation (395 East 46th Street, New York, N. Y. 10017). Textbooks, art and library books, and periodicals are supplied to Korean universities, libraries, museums, and national organizations. Donations must be not more than ten years old, and a list of titles must be submitted. If approved, the American-Korean Foundation will accept and distribute the donated publications. Requests from Korean institutions are accepted.

American Middle East Rehabilitation (777 United Nations Plaza, Suite 7E, New York, N. Y. 10017). Textbooks, reference books, and some professional journals are sent to Jordan, Lebanon, Syria, and the United Arab Republic. Lists of donated books and journals must be submitted before shipping to the organization. Requests from institutions and individuals in the Middle East are accepted.

Benedictine Fathers (St. Benedict's Abbey, Benet Lake, Wisconsin). This group accepts donated books and periodicals on all subjects. Lists of titles must be submitted in advance. The organization pays costs of forwarding approved items to U. S. warehouses and overseas. Requests from individuals and institutions abroad are accepted.

CARE (660 First Avenue, New York, N. Y. 10016). CARE accepts cash donations only, to be applied toward the purchase of books requested by U. S. CARE staff overseas for use in educational institutions, community centers, and hospitals. Books are selected from a basic bibliography of technical books and textbooks that are purchased at reduced rates from publishers. The CARE mission chief in the area receives requests from interested institutions. Typical CARE activities include: (a) in Colombia providing textbooks for elementary and secondary schools; (b) in Liberia providing textbooks for secondary school libraries; (c) in Costa Rica supplying classroom kits and books to adult education centers and trade schools for adult literacy programs; and (d) in Turkey supplying books to bookmobiles in rural Kayseri Province and to the joint Peace Corps/Turkish-American Bookmobile Program in Gaziantep.

Catholic Relief Services (350 Fifth Avenue, New York, N. Y. 10001). This organization concentrates on school books for distribution overseas. Lists of titles must be submitted prior to mailing books to the agency. Requests from institutions abroad are accepted. Representative recent distributions of donated materials include: (a) textbooks and other educational materials in Ghana; (b) books for schools, vocational training centers, and orphanages in Taiwan; (c) books and equipment for technical and rural training schools in Chile; and (d) educational materials to a college and secondary school in Montevideo, Uruguay.

Darien Book Aid Plan (1926 Post Road, Darien, Connecticut 06822). This agency sends donations of recently published books and periodicals to educational institutions and libraries, hospitals, and community centers in over 50 countries. Before mailing books, donors must submit lists. Requests from individuals and institutions overseas are accepted.

Engineers and Scientists Committee (124 Hilton Avenue, Garden City, N. Y. 11530). This group is part of the People-to-People Program. It gathers and distributes technical literature from engineers and scientists in the United States directly to universities, libraries, groups, and individuals in various parts of the world for use by students, faculty, and technical workers. Its activities have been focused mainly in Latin America, the Middle East, and the Pacific area. Except where the books are needed to fill gaps in libraries, a basic tenet of the program is that the technical materials sent must be placed on open tables and shelves, thus making them easily accessible. Between 1958 and 1966 the Engineers and Scientists Committee Technical Literature Program distributed 26,000 donated specialized books and 346,000 journals to about 100 institutions. Donors must submit lists before mailing publications to the Committee's collection centers in Garden City, San Francisco, Los Angeles, Detroit, and Houston. Requests from overseas institutions are accepted.

Freedom House Books USA (20 West 40th Street, New York, N. Y. 10018). This program accepts only cash donations for the shipment of books as gifts to "higher horizon" individuals overseas. Freedom House Books USA is the result of the 1967 absorption into Freedom House's ten-year old donated book program of Books, USA, which had specialized in the distribution of packets of books overseas. The Freedom House Bookshelf program has sent packets to potential leaders in 66 developing nations of Asia, Africa, and Latin America. Books USA had supplied books directly to 220 overseas posts of the USIA and Peace Corps, which then distributed the volumes to individuals, schools, libraries, and community centers. The combined program distributes: (a) USA Packets, which consist of nine different ten-volume paperback sets--three at an elementary reading level and six at a higher level--concentrating on American history and society, literature, science, and reference works; and (b) Personal Bookshelf volumes, designed for university or professional level readers selected by developing-country leaders and Peace Corps Volunteers--each recipient selects ten titles from among 30 available. Donors contribute $6.00 for a USA Packet, and $15.00 for a gift Personal Bookshelf.

Medical Book Programs. Medical textbooks and/or journals are collected and distributed overseas by 24 voluntary agencies and missions in support of medical assistance programs. A "Directory of International Medical Material Collection Programs," published by the American Medical Association's Department of Health Care Services (535 North Dearborn Street, Chicago, Illinois 60610) lists the organizations, most of which require the donor to submit a list of items to be contributed before shipment to the collection warehouse, and to assume the cost of shipping.

Mission Secretariat Library Committee. (Catholic University of America, Washington, D. C. 20017). This group collects books for distribution to Catholic colleges and other institutions in 47 countries. It also cooperates with other national groups in the distribution of books.

World University Service. (20 West 40th Street, New York, N. Y. 10018). With primary focus on students, World University Service establishes "book banks," libraries, and reading rooms for university students in various countries in East Asia, including Korea, the Philippines, Singapore, Thailand, and Vietnam.

As previously noted, further information concerning donated book and periodical programs of U. S. non-profit organizations, including voluntary agencies, missions, and foundations, can be obtained from the Technical Assistance Information Clearing House (TAICH) of the American Council of Voluntary Agencies for Foreign Service, Inc.(200 Park Avenue South, New York, N. Y. 10003), which under contract with AID has been serving as a center of information on the socio-economic development programs abroad of U. S. non-profit organizations.

CHAPTER VIII

LIBRARY DEVELOPMENT ACTIVITY AND TRAINING

As has already been indicated in this manual, libraries play a key role not only in the development of education and the book industry, but also in the economic and social development of an emerging nation. This chapter is therefore concerned with aspects of the development of libraries and adequate library services as follows:

A. The role of library services and resources in national development.

B. Priorities in the development of library capabilities.

   1. The enactment of library and library-related legislation.
   2. The integration of library planning into total economic and social development planning.
   3. The development of national library services.
   4. Establishing library education facilities.
   5. School library development.
   6. Library development supporting post-secondary education.
   7. Public library development.
   8. The development of specialized library, bibliographic, and information services.

Representative examples from various developing countries are included.

A. THE ROLE OF LIBRARY SERVICES AND RESOURCES IN NATIONAL DEVELOPMENT

Based on empirical evidence in technologically advanced societies, it is reasonable to assume that book use plays an important role in the development of human resources. The further assumption that library services and resources contribute significantly to the development process seems to be equally valid. However, no reliable, current, and systematic study has been made to establish what correlative relationships exist between specific indices of book production, distribution, and use, on the one hand, and measurable indicators of economic and social development on the other.* Furthermore, no attempt has been made to isolate causal factors in these relationships. For example, is the technologically advanced society a cause or a result of indigenous production and use of materials in the pure sciences? Do public libraries refine the urban society or is a cultivated urban society a necessary precondition of public library development?

Basic research needs regarding the library's role in economic and social development would include, then, the establishment of correlative relationships between the following indices of book production and use and factors of economic and social development:

Indices of book production, distribution, and use

Publishing

- Number of publishers
- Annual output - number of titles
  - new and reprinted titles
  - copies of each
  - level of use
  - subject fields, such as humanities, social science, and applied science
  - language
- Imported titles - subject fields
  - copies of each

Bookselling

- Number and location of outlets
- Analyses of stocks carried - subject fields
  - reading level
  - quantity
- Domestically printed and imported titles

Libraries

- Public - books per population unit
  - holdings by subject field
  - clientele (age, education, economic status, etc.)
  - per capita expenditure
- School - books per pupil
  - per pupil expenditure

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*Considerable recent research has focused on the role of mass communications in national development and mass-media choice for specific development goals. Both the research results and methodologies employed will be of interest to anyone contemplating research on relationships between book use and national development. For examples see (1) Wilber Schramm, Mass Media in National Development, and (2) UNESCO's Mass Media in the Developing Countries. Complete references are in the bibliography.

Higher education - books per student
- holdings by subject field
- per student expenditure

Special - holdings by subject field
- clientele

Other indices

Factors of Economic and Social Development

Literacy by age group
Linguistic and ethnic homogeneity
Urbanization
Orientation of higher education by subject area
High level manpower resources by subject area
School enrollment ratios by level
Industrial employment ratio
Per capita gross national product
Per capita income
Other factors

Degrees of correlation, when established, may not only assist us to hypothesize with regard to causal factors, but will serve an immediate and pragmatic function in indicating probable priorities in book programs aimed at both general and specific goals.

In the absence of more precise statistical information, however, certain generalizations are acceptable on the basis of empirical evidence, experience, and research in cognate areas:

1. Developing societies cannot wait for needed social institutions to evolve; they must be consciously created, given legal sanction, defined as to purpose, and provided with continuing fiscal support.

2. The role of information in stimulating economic growth in developing countries is two-fold:

   a. To produce a climate favorable for the social change from the "traditional" to the "modern" society that almost inevitably precedes and accompanies economic development.

   b. On an operational level, to stimulate those productivity factors, including human resource development, which accelerate economic growth.

   The library's service role is that of an agency for the dissemination of information. Therefore, any library's role in the development process must be evaluated according to one or both of the above criteria.

3. Library planning must be regarded as one sector of educational planning, just as educational planning is a sector of economic and social

development planning. Libraries should be considered as part of the national education system and should be financed from appropriate national, provincial, and local budgets.

4. Libraries presuppose the existence and availability of books and librarians. Libraries serving the economic, social, and cultural needs of a definable community presuppose the existence and availability of a body of literature relevant to that community's interests and a pool of professionals attuned to the community's needs.

5. The world-wide trend toward larger library administrative units in order to reduce unit operational costs and equalize services should be taken into consideration in drafting development plans and legislation.

6. Computed statistical relationships between school enrollment ratios and various individual and composite indices of economic development in developing countries indicate: (a) the highest degree of correlation between secondary school enrollment ratios and economic development indicators; (b) the second-highest degree of correlation between primary school enrollment ratios and economic development indicators; (c) correlations of these economic development indicators with post-secondary enrollment ratios--the total of vocational, technical, academic, and professional enrollments--are somewhat lower but still significant.

7. According to the United Nations' definition an "underdeveloped" country is one in which the annual per capita income is $300 or less. Public libraries serve the specific function of making information available without charge to anyone capable of using it. Therefore, public library collections and services could constitute an important information resource for literate populations whose incomes preclude the acquisition of private information resources.

B. PRIORITIES IN THE DEVELOPMENT OF LIBRARY CAPABILITIES

The above observations, together with the ever-present factor of limited material and human resources, suggest a certain order of priority in the development of a total library capability in developing societies. However, these elements are mutually dependent to a high degree and some capability must be established in all areas. The following are the aspects considered: (1) the enactment of library and library-related legislation, (2) the integration of library planning into total economic and social development plan-

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*There is a considerable body of research literature on relationships between school enrollments and indices of economic development which generally support these conclusions. For a particularly readable and easily interpreted exposition see Frederick Harbison and Charles A. Myers, Education, Manpower, and Economic Growth (New York: MacGraw-Hill Book Company, 1964).

ning, (3) the development of national library services, (4) establishing library education facilities, (5) school library development, (6) library development supporting post-secondary education, (7) public library development, and (8) the development of specialized library, bibliographic, and information services. These elements will be discussed in general terms, and specific examples will be supplied from existing situations.

1. The Enactment of Library and Library-related Legislation*

Legislation governing library services has traditionally been of the permissive or enabling type--that is, it does not require the establishment of libraries, but lays down administrative and fiscal guidelines for their creation and conditions for their operation where they exist. In many developing countries where existing legislation has followed this prevailing permissive pattern mandatory legislation may now be necessary to force government at local levels to participate in the funding of existing and needed services.

Ideally, such legislation would have the following characteristics:

a. In its widest sense, library and library-related legislation would deal with (1) regulations covering the National Library and other national governmental libraries, publicly supported academic and school libraries, and public libraries; (2) regulations covering the national bibliographic services, national book depositories, and copyright provisions; (3) regulations regarding the training and classification of professional and non-professional personnel--salary scales, official recognition through licensing or certification, etc.; and (4) provisions for the franking privilege, tax and import duty exemptions for libraries receiving the support of public funds, and tax deductions for individuals donating money or materials.

b. It should establish and set forth duties and responsibilities of some national office for planning, advising, and maintaining local public school libraries as an integrated part of national economic and social development planning. It may also define relationships between government and cultural and scientific libraries attached to the private sector.

c. Legislation in support of local and regional libraries should define the service responsibilities of these institutions in terms of area population, and describe the extent to which the national, regional, and local governments will give financial support to them. It may go so far as to identify specific revenue sources for these funds.

d. In defining units of administrative responsibility legislation should take note of current world-wide trends toward the centralization of library technical services (cataloging, acquisitions, processing, etc.) and larger administrative units (regional rather than local systems) in order to reduce operational and materials costs and make the best use of existing professional and management talent.

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*For further discussion of legislation and other government action related to book programs see Chapter I, Section C, and Chapter X, Sections C and I.

In view of the close relationship between the planning process and the enactment of library legislation, specific examples relating to both are included in the following section.

2. The Integration of Library Planning into Total Economic and Social Development Planning

Such factors of development as the expansion of elementary, secondary, and higher education, and the development of vocational and technical education and literacy and adult education are recognized preconditions of economic growth. Conversely, economic capability obviously delimits the scope of social service and social planning. This basic relationship between elements of economic development and social development defines the need for centralized planning agencies to balance current and projected needs against available and potential resources.

Library planning must be regarded as one element of educational planning, just as educational planning is one element of total economic and social development planning. Indicative of an increasing awareness of the importance of including library services in such planning are two recent regional UNESCO conferences, the Meeting of Experts on the National Planning of Library Services in Latin America in Quito, Ecuador in 1966 and the Meeting of Experts on the National Planning of Library Services in Asia in Colombo, Ceylon the following year. These conferences have gone beyond recommendations for the planning of library services at the national level and have explored the inherent possibilities of inter-country, regional planning based on cultural and linguistic compatibility.

National planning. National planning for library services is essentially a decision-making process involving a thorough knowledge of the existing situation, problem identification, delineation of alternatives and their consequences, decisions in terms of priorities, implementation, and machinery for continuing supervision and evaluation. The Meeting of Experts on the National Planning of Library Services in Latin America recommended combining these functions in a National Library Service Department or Office, responsible to the Ministry of Education, with the following responsibilities:*

(1) To study the present characteristics and components of the administrative and operational structure of library services as they exist in the various libraries in the country in order to make quantitative and qualitative assessments of current services and resources.

(2) In cooperation with the national education planning agency to determine (a) the nature of the libraries' current publics through research

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*"National Planning of Library Services in Latin America," UNESCO Bulletin for Libraries. 20 (November-December, 1966) p. 285.

into reading habits, and levels and inclinations of the literate population; (b) the reading and information requirements of those sections of the population who have advanced beyond basic literacy--that is, those who have received education above the primary level or the level provided by adult literacy programs.

(3) To decide on the number of libraries needed by the country and on their content, characteristics, and geographical distribution.

(4) In accordance with the above, to prepare short, medium, and long term development plans for library services and documentation centers in harmony with the overall education plan.

(5) To give these plans the necessary publicity and invite the comments of institutions and persons interested in library development.

(6) To determine costs and identify sources of financial support--national, provincial, or municipal revenues or external aid.

(7) To implement the plans, adapting them as required by the national education policy, and evaluating them on a regular continuing basis.

Special mention must be made regarding the implications of world-wide trends toward cooperative or centralized technical services including acquisition, cataloging, and processing of materials, and the trend toward consolidation of library administrative units. Well-developed library services are expensive, and one way to reduce their cost without eroding their efficiency is by centralizing these technical operations and providing for a common administrative and fiscal authority at the highest possible level. Library systems so structured would seem to be imperative in developing countries where economic resources are limited. In many cases the National Library, in addition to the traditional and evolutionary functions fulfilled by its western counterparts, should also assume responsibility for acting as the administrative and technical center for the national network of school and public libraries. Quite often, the national library represents the only significant concentration of bibliographic resources, qualified personnel, and management expertise in the country. Additional recommendations regarding the centralization of technical services will be found in the discussion of the development of national library services in the next section of this chapter.

Inter-country planning. The possibility of planning library services on a regional, inter-country basis deserves attention for culturally or linguistically integrated areas. Obviously political compatibility is also a prerequisite to such planning. It would seem feasible that the countries of Latin America, with common elements in their linguistic and cultural heritage and their acceptance of Anglo-American techniques, could integrate their library development plans into a regional plan. The situation is more complicated in other areas of the world where political incompatibility may be more of a factor, and where national bibliographic control, not to mention international bibliographical control, is inhibited by the multi-lingual nature of the societies.

Inter-country planning was an important topic at the Meeting of Experts on the National Planning of Library Services in Asia held in Colombo, Ceylon, in December, 1967, to "assist (UNESCO) member states in the national planning of their documentation, library and archive services." The main objectives of the meeting were: (1) to study the present situation of library and documentation services in the Asian region in relation to their role in educational, social, and economic development; (2) to establish a framework of principles for planning library and documentation services; and (3) to study the possibility of the application of these principles in Asian countries, both individually and collectively.

On the basis of the principles of planning adopted by the meeting a plan for the development of library and documentation services in Ceylon was discussed by the participants with the intent of developing it as a model to assist other Asian countries desiring to improve their own library and documentation services. It is interesting to note that although this meeting of experts did produce a model library plan, it went on to conclude that truly effective regional planning was at present impossible in Asia for the following reasons:

(1) The necessary statistical data are not available.

(2) The methods appropriate to such planning have not been developed in the Asian context.

(3) Librarians with the necessary experience are not available in the region.

In order to improve the Asian situation, the meeting suggested that UNESCO:

(1) Encourage Member States to collect appropriate data.

(2) Assist in defining and collecting the data referred to above and in analyzing the resulting statistics.

(3) Establish means of studying appropriate methods of library planning, administrative and economic problems of library service, and performance evaluation of library services.

(4) Organize regional seminars on the principles and practice of library planning at appropriate centers in Asia.

(5) Give consideration to the desirability of appointing an officer to be attached to regional UNESCO headquarters in Bangkok as a specialist in library planning.*

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*Evelyn J. A. Evans, "Meeting of Experts on National Planning of Library Services in Asia, "UNESCO Bulletin for Libraries, 22 (May-June, 1968), p. 117.

Selected examples of legislation and planning and recommendations for improvement

Indonesia. The government agency most directly concerned with library development in Indonesia is the Bureau of Libraries and Book Development (Biro Perpustakaan dan Pembinaan Buku). This bureau was created on February 10, 1967, by decree of the Minister of Education and Culture to succeed the old Bureau of Libraries (Biro Perpustakaan) established in 1954.

The Bureau has broad responsibilities. Specifically it approves textbooks and textbook manuscripts for the schools, controls the quality of material published for the general public, authorizes book and journal importation for all educational institutions, sets up administration and policy standards for school and state libraries and the national bibliographic center, and operates the Library of Political and Social History. The Bureau is also headquarters for the National Library Movement. A national library has been contemplated and urged in Indonesia since the Republic was founded. However, present economic conditions seem to make realization of this plan unlikely for an indefinite period.

Other Directorates within the Ministry of Education and Culture have some responsibility for library development: Higher Education for University Libraries, Community Development for Peoples (Public) Libraries, and Culture for Museum Libraries. The responsibility of the Bureau of Libraries for the planning and development of these libraries has not been clarified.

The new Bureau seems to be a tentative first step towards the centralization of library planning at the national level. The AID developmental book survey, 1967, has recommended that all library programs be placed under the jurisdiction of the Bureau of Libraries and Book Development.

Korea. Korean Law Number 1424, enacted October 28, 1963, is the keystone legislation for library development in Korea. It is essentially permissive legislation encouraging the development of school and public library services. Broad responsibilities are assigned to the Central National Library, including responsibility for research in librarianship, "instruction (in) library service, and support of other libraries." The legislation also encourages formation of a professional association "for the purpose of . . . the interchange of library materials between libraries, research on library administration and maintenance, international cooperation between libraries, and social, economical advancement for all persons engaged in library work," and authorizes national and local governments to grant subsidies to this association.

Since the passage of this legislation the total number of libraries serving the country has substantially increased. However, this does not mean that the current situation is satisfactory. A more precise definition of the National Library's powers and responsibilities with regard to research and instruction and the creation of a central coordinating and planning agency responsible to the Ministry of Education were recommended in the 1967 AID Developmental Book Survey. In general Law 1424 indicates an official awareness of the need for legally defined responsibility, but does not provide adequate guidelines for implementation.

Peru. The Fondo San Martin, established in 1947 under Federal Law 10857, supports public library development in Peru. A special tax on jewelry is levied for the express purpose of providing funds for the development of existing public libraries and the creation of new ones. The administration of the Fondo San Martin is vested in the National Library. It is therefore only indirectly influenced by the Ministry of Education, and is relatively remote from political control. It has been generally successful in meeting basic public library service demands. The legislation is essentially permissive in nature, providing for technical assistance to municipalities requesting it. Basic financial support comes from local government. (Additional comments on the Fondo San Martin will be found in the examples of public library development below.)

Vietnam. The Directorate of National Archives and Libraries for the Republic of Vietnam was established by decree in 1959. Defined in broad terms its functions are as follows: (a) organizing, directing, and supervising the national and public libraries; (b) implementation of copyright regulations; (c) preparation of bibliographic aids; (d) the conduct of research pertinent to library and archival development; (e) international exchange of official publications; and (f) the training of specialized personnel for management of records and libraries. Policy-making is done by a seven-member Advisory Board, with the Minister of Education serving as chairman. The operational authority of the Directorate is exercised by decree, which means with the approval of the Prime Minister. Responsibility for school and university library development rests with various directorates in the Ministry of Education rather than the Directorate of National Archives and Libraries. There is no central administrative or planning agency for these academic libraries.

As a first step towards correcting present deficiencies in library service in Vietnam the AID Developmental Book Survey of 1966 recommended the creation and implementation of a comprehensive national plan by the Directorate of National Archives and Libraries with the assistance of other agencies. This plan should cover all types of libraries and should give priority to the unification of the National Library and the General Library into a single strong entity to serve as the focal point for a national effort. This implies the centralization of all library responsibility, including responsibility for school and university libraries, under the Directorate of National Archives and Libraries.

3. The Development of National Library Services

No reasonable recommendations can be made regarding the planning of national library services without some agreement as to what the functions of a national library are. The study of national libraries in developed societies is not necessarily rewarding in this regard, since most of them have developed over long periods of time, and activities performed by the national library in one country may be performed by other agencies in other countries. An obvious example is the function of national bibliographical control, traditionally termed a national library function, which in many developed countries is partially in the hands of commercial publishing interests.

However, it may generally be said that the national library function contains seven separate elements which may or may not be exercised by a single institution: (a) collecting the national literature, (b) acquiring resources from other countries, (c) preserving the national culture (the museum function), (d) providing traditional library services to the public, (e) providing specialized services to the country's libraries, (f) functioning as a training center, (g) participating in nationwide library planning and the standardization of library procedures, and (h) conducting basic research. Not all of these items are equally important. Some are more important in developed societies than in developing societies, but in some cases the reverse is true.

Collecting the national literature. Traditionally this is the primary concern of a national library and is normally closely tied to copyright legislation and laws of legal deposit. The latter require that a stated number of copies of domestically published items be provided without charge by the publisher for the collection of a designated library or libraries. The nature of materials covered by laws of legal deposit varies from country to country. Printed books, periodicals, and newspapers are generally subject to these laws while music, maps, prints, and phonograph records, for example, may or may not be. The handling of deposit copies also varies. In some instances, considerable material is microfilmed, particularly newspapers and periodicals. In other instances, bound copies are retained. The total effectiveness of such legislation likewise varies, depending as it does on the cooperation of the local publishing industry.

The universality of legal deposit is naturally more easily attained in a small country and/or country with limited publishing activity. Developing countries therefore have an advantage in attaining this ideal. That such is not the case indicates that one or more of the following factors exist: (1) laws of legal deposit do not exist, (2) laws of legal deposit are not enforced or are difficult to enforce, and (3) the publishing and/or printing industries do not understand the basic economic advantages that would accrue to them through effective national bibliographical control.

Collecting the national literature calls for a certain amount of centralization. However, it would seem to be both prudent and advantageous from a service standpoint to provide for comprehensive national collections at more than one point. This may be done by providing for the deposit of multiple copies, up to a reasonable number, and having the national library distribute copies to relevant collections in university or research libraries.

Certain European universities customarily enjoy "deposit on demand" library status; that is, they may selectively request from the publishers deposit copies of certain items, and the publisher is by law required to provide them. However, it seems doubtful that this procedure could be reliably implemented in most developing areas.

Acquiring resources from other countries. If national libraries are to provide the traditional and specialized services discussed below, it is obvious that they must have at their disposal resources in excess of their own national literature. The extent to which they acquire these materials will depend on the extent of their service commitment, which in turn will be largely determined by the state of development and potential of all other types of libraries in the country. For example, it may not be necessary for the national library to develop an international research capability if higher education institutions are research oriented and adequately supported by library resources. This, however, is not likely to be the case in developing areas where university library development is almost always inhibited by a shortage of funds for acquisition purposes and by the inadequacies of existing personnel. If economic realities limit an immediate commitment to excellence to only one library, it must be the one intended to serve the broadest public--that is, the national library.

Preservation of the national culture (the museum function). The national library's role in preserving and guarding the nation's cultural heritage is both legitimate and important, but it is a role that sometimes impedes the development of a public service conscience, particularly in those countries which may have a long and proud cultural tradition, even though they are economically underdeveloped. A national library which sees itself only as a book museum cannot possibly be a force for economic and social development. These national treasures are also highly important resources for humanistic research and should be utilized accordingly. Today's acquisitions of contemporary literature will form the basis of the cultural treasures of the future.

Providing traditional library services to the public. The public's basic right of access to national library collections is taken for granted in most developed countries, although lending and reading privileges are to a degree limited in most situations. Restrictions in developing countries are generally somewhat more stringent, as are restrictions on library use generally. Public access will commonly represent a compromise between the library's preoccupation with its museum functions and its awareness of its public service responsibility.

As the total library capability of a country develops, the questions of immediate and personal access to the national library collection becomes progressively less important, as it has in the United States for example. The establishment of national union catalogs will identify other locations of scarce resources and serve the useful purpose of diverting users to less frequented collections or collections not charged with a museum function. Improved photocopying and telefacsimile transmission techniques will make it unnecessary for rare items to be circulated. All this, of course, depends upon centralized and cohesive planning at the national level, and upon adequate financing and a continuing supply of high level professional and technical personnel.

Providing specialized services to the country's libraries. Perhaps the most important of the traditional national library functions is that of national bibliographic control--the continuing bibliographic description of all governmental and non-governmental publications issued in the country, and the regular dissemination of such information to the country's libraries, learned societies, researchers, and academic institutions. A national library which is also a depository library is the natural base for such activity. In countries where several libraries receive depository copies or where specialized national libraries are assigned specific subject area responsibilities (such as medicine or agriculture), this task may be legitimately divided; but such a division naturally involves the risk of lack of coordination if there is no common planning agency. This planning function should most definitely belong to the central National Library.

A related traditional function of national libraries is the preparation of national union lists of books and periodicals--a compilation which identifies by title and location the holdings of all of the country's libraries, and which is continually updated and published to facilitate the exchange of publications. Although the development of union catalogs of books and union lists of serials is absolutely essential to the development of a total and sophisticated research capability, such services quite naturally depend upon the effective organization and description of the holdings of individual libraries, which in turn depend on the local availability of competent professional personnel.

A third service to the total library community, and one particularly important in developing countries, is the provision of centralized cataloging services similar to those provided in the United States by the Library of Congress. The national library catalogs its acquisitions, reproduces its catalog cards in quantity, and makes these cards available at low cost to other libraries. The development of centralized catalog card services can have significant impact on libraries in developing areas, since in many cases the national library will have the only adequate technical services staff in the country.

Functioning as a training center. Since any formal structure for the training of clerical and sub-professional library personnel is lacking in most developing countries, it is important that the national library offer itself as a training center for this type of personnel. It may offer the best example of good library practice in the country.

Training programs should be set up for new professional personnel. A number of the people entering the profession may have received their academic instruction in library schools in the United States and the United Kingdom where curricula stress theory rather than practice under the assumption that the graduate will have the benefit of a period of in-service training at an effectively-run institution when he graduates. Training in the developing country may therefore be of particular importance.

Participating in national library planning. It is doubtful that the national library itself should be designated as the national library planning agency. Such a responsibility would undoubtedly have a detrimental effect on its internal development. However, as the institution whose development will most closely affect the nation's total library capability, some of its senior administrators should most certainly be members of the central planning agency, and its personnel should be utilized in the data gathering and basic research activities prerequisite to effective planning.

The national library should also play a part in the establishment of reasonable national standards with regard to cataloging codes, classification schemes, and forms of bibliographic entry; but it should keep in mind the need for flexibility in local situations.

Conducting basic research. As indicated in the previous section on library planning, a prerequisite to effective national planning is the study of the present characteristics and components of the administrative and operational structure of library services as they exist in various libraries in the country in order to make a quantitative and qualitative assessment of current services and resources. This is a continuing research activity, increasing in sophistication as the country's library and information capability increases, and the national library is the natural base for its operation.

Selected examples of national library services and recommendations for improvement:

Indonesia. There is no formally designated national library in Indonesia; however, a number of the traditional library functions have been assigned to other institutions.

There are presently 19 state libraries (Perpustakaan Negara), five of which are located on Java, five on Sumatra, three on Kalimantan, and the remainder scattered among the lesser islands. The oldest, at Jogjakarta, was established in 1948 and currently has approximately 75,000 volumes, the largest of the State Library collections. A decree of the Minister of Education, dated May 23, 1956, designated as functions of the State Libraries (a) to serve the community as public libraries, and (b) to act as reference libraries to government officials in the provinces. As an element of this government reference function the State Libraries serve as depositories for all government publications, both provincial and national. This depository function has not been fulfilled with notable success. These State libraries will be discussed further under public library development below.

The national bibliographic function traditionally assigned to the national library is performed by the National Bibliographic Center (Kantor Bibliografi Nasional). (This activity will also be more fully discussed under the development of special library and information services below.)

Korea. In Korea national library services are performed by two competing libraries, each defining itself as the "official" National Library:

(1) The Central National Library was established in 1923 and for forty years bore the name of the National Library of Korea. It operates under the Ministry of Education, and according to the Library Law of 1963 is charged with acquiring and preserving printed materials pertaining to the states, drawing up domestic and alien bibliographies, acting as the national agent in the international exchange of library materials, conducting research and study on librarianship, and providing instruction in library service in support of other institutions. It has approximately 400,000 volumes, only 25,000 of which are occidental. This library is a beneficiary of book deposit provisions under the law and gives reference and circulation services to the public at large.

The basic volume of the "Korean National Bibliography" purporting to cover all domestically produced titles between 1945 and 1962, was prepared and issued by the Central National Library in 1964. Supplemental annual volumes are currently being issued. Subjects in the bibliography are classified according to the Korean Decimal Classification and there is also an author index. Volumes compiled since the implementation of the legal deposit provisions of the Library Law of 1963 are naturally more complete than was the basic volume. The Central National Library also has plans for the preparation and sale to libraries of printed catalog cards in the near future.

(2) The National Assembly Library was established in 1951 and reports to the Speaker of the Assembly. Promulgating legislation calls for this library to "contribute to performance of duties of the Members of the National Assembly by collecting books and library materials and data to render library service." The Library currently has approximately 100,000 volumes. Like the Central National Library, it maintains a vigorous program of publication exchange and enjoys the benefits of legal deposit of all books and documents published in Korea. It publishes a current "Index to Korean Periodicals," compiled from the periodicals received on legal deposit.

The existence of two national libraries, both claiming primary responsibility for library development in Korea, has resulted in the unnecessary and extremely expensive duplication of library holdings, and has also taxed the available short supply of qualified personnel. The AID Developmental Book Survey of 1966 recommended that a single national program be established under unified direction. The existing fractionalizing of leadership and resources has been judged the primary factor inhibiting Korean library development.

The survey team also made specific recommendations regarding elements of bibliographic control as prerequisite to interlibrary cooperation and exchange. The preparation of a national union catalog of all books and a union list of periodicals and serial holdings in Korean libraries is admittedly a monumental undertaking, but one that is essential to any effective program of interlibrary cooperation. The Central National Library has made some preliminary feasibility studies in this area. Unfortunately many local libraries do not as yet have their holdings adequately organized for internal use, let alone for reporting to a cooperative cataloging effort.

Pakistan. A national library, in the true sense of the term, does not yet exist in Pakistan. Plans have been finalized, however, to build such a library in the new capital city of Islamabad.

The linguistic and geographical isolation of East Pakistan complicates prospects for effective centralized national library services. The CENTO/AID Developmental Book Survey in 1966 recommended that the national library problem be solved through the establishment of a National Library System with two elements; that is, through the designation of two libraries which would cooperatively exercise national library functions. The survey recommended that the new library being constructed at Islamabad should fulfill the national library function for West Pakistan and that national library services for East Pakistan should be headquartered at the East Pakistan Central Public Library, Dacca, until such time as a new building could be constructed. These two libraries would perform all traditional national library functions for their respective regions.

Philippines. The National Library is organized into three service components: (a) the Library Extension Service, responsible for developing public library activities, (b) the National Library Services, responsible for collecting the national literature, and (c) the General Administrative Service, which assists the director in his administrative duties. While the National Library is responsible for administration of all libraries supported by the Philippine Government, this responsibility has not been exercised. Most libraries go their own way, duplicating resources and services to a considerable extent. Fiscal support has been inadequate due to the government's difficult financial situation and the general lack of appreciation for libraries prevalent among government officials.

Although legal deposit legislation requires that each printer provide the National Library with at least two copies of each book, printers have generally ignored the provision and the government has not enforced it. It is therefore not surprising that the library has been unable to provide effective national bibliographic services.

The AID Developmental Book Survey, 1966, recommended a general review of budgetary practices and decentralization of some of the functions and resources of the National Library in order that its supervisory responsibility might be exercised more directly.

Vietnam. Two libraries in Saigon purport to share national library functions for Vietnam: the National Library and the General Library. The budgets of both libraries are determined by the Directorate of National Archives and Libraries, and in 1966 the combined allocation for purchase of books amounted to only $850 U. S.

The National Library has approximately 120,000 volumes, of which roughly 100,000 are in the French language. There are no professionally trained librarians on its staff. This library serves as the national deposit library and receives eight copies of all books copyrighted in Vietnam--two copies of each title are retained and the remainder are distributed to other libraries. The physical condition of the library is totally inadequate and has undoubtedly contributed to the disorganization of the collection. The library functions primarily as a reference room and study hall for students who obtain admission by showing identification cards from their universities.

The collection of the General Library consists mainly of materials held by the former national agency in Hanoi. It is currently inadequately housed in a secondary school building in Saigon. Current holdings include approximately 50,000 volumes, 70% of them uncataloged, and 1,300 periodical titles. None of its staff members have had significant professional training. It is used primarily as a study hall for students of the secondary school whose building it shares.

The recommendations of the 1966 AID Developmental Book Survey include the creation of a unified National Library and library program, and the production by this unified agency of bibliographical tools, dictionaries and indexes, a union list of serials, and a union catalog of the books located in all Vietnamese libraries. It should also be noted that both Vietnamese national libraries employ an antiquated French classification scheme which organizes materials according to size, format, and order of acquisition. The proposed unified national library collection will have to be reorganized under an appropriate subject classification if the National Library is to perform effective research and bibliographic functions.

4. Establishing Library Education Facilities

Of paramount importance to the improvement and extension of library services in the developing areas of the world is the availability of greater numbers of fully-trained professional librarians. As evidence of the high priority of this need, no international meeting of Latin American librarians and bibliographers held since the first Assembly of Librarians of the Americas in 1947 has failed to concern itself with this matter.

One of the fundamental problems encountered by the library educator in developing countries is attracting high level candidates into a profession in which there are few models of excellence and few local traditions of prestige and respect. This is a problem to which there is no quick or easy solution. Understanding of and respect for the profession will probably have to evolve over a considerable period of time as more people become acquainted with the role that library and information services are playing in the technologically advanced societies, and as services in their own countries become more sophisticated and influential.

Indigenous training. Library education facilities in the developing world have generally been planned and initiated by foreign nationals, usually from the United States and the United Kingdom, acting as advisers to local education authorities. There has therefore been an inevitable tendency for the technical adviser to plan training facilities reflecting his own professional education, to recruit the initial instructional staff from among his own colleagues, and then gradually to add local people trained abroad to the faculty. This procedure, although expedient and probably justified, has two serious shortcomings: (1) since the initial assistance mission is probably of relatively short duration, important decisions regarding curriculum, level of instruction, admission standards, etc. are likely to represent the adviser's own experience rather than a considered examination of the country's social and cultural climate and the probable direction of anticipated library development; and (2) such a program makes instruction in the English language a virtual necessity, since the instructional resources will be primarily in English, even though English language materials may be and may remain a relatively small proportion of the country's total library resources.

Study abroad. The whole question of the relevance of American or British education for students from developing countries is one which needs considerable research and serious re-evaluation. The foreign student with a non-Western background is quite likely to find library education in the West to be so culture-based as to be practically unintelligible, assuming as it does sixteen years of exposure to Western history, philosophy, literature, and scientific thought. The bibliographic and reference literature to which he will be introduced will relate largely to that body of knowledge and not to his own cultural heritage. The latter may in fact be just as complex and sophisticated, even though it has not been indexed, documented, and commented upon to such an extent.

When the foreign student returns to his home country, he is also quite likely to find his Western education inadequate in any practical sense since library schools are predominantly oriented toward the theoretical rather than the practical. They assume that the graduate will have an in-service training program at some efficient, well-run library in his first professional position. This assumption is not valid for the foreign student returning to a library in a developing country. Assuming that the graduate does manage to acquire a meaningful and relevant education, and possibly even a period of in-service training at a library abroad, he may well return home to a quite different professional environment, which may be dominated by what he views as an entrenched, tradition-bound establishment that is totally unsympathetic to new library techniques and administrative concepts. Faced with this situation there is considerable evidence to indicate that many of these people are drawn off into more prestigious areas of the Civil Service and never make any contribution to library development.

It is therefore of particular importance to insure that the foreign student of library science returns to his country of origin and there enters the profession for which he has been trained. If possible, a formal commitment should be obtained for a stated period of service in a particular area or library, since there is a tendency for foreign degree holders to gravitate toward government employment and the more attractive urban areas, where they do little for rural and provincial library development. Training abroad should be arranged to include (1) academic training, (2) a year to eighteen months for in-service training in a library, and (3) the opportunity for travel and observation in other libraries. Modifications for foreign students could be made in U. S. or U. K. training programs in content and kinds of experience included in order to adapt the programs to the students' needs and backgrounds. However, Western library schools have been understandably reluctant to make such adjustments unless they are assured that the students will return home and not become colleagues in Western libraries.

It is obvious that sending librarians from developing areas overseas for professional education is at best a temporary measure to fill existing professional vacancies pending the full development of indigenous professional training programs compatible with local social and cultural climates and local library needs and practices.

The doctoral level. The foregoing applies principally to foreign students in first-professional degree programs in Western universities. The doctor's degree in library science is quite another matter. The identification of promising librarians in developing nations with the qualifications for doctoral study abroad, and the funding of such study should be a priority item for all governmental, intergovernmental, and non-governmental agencies interested in library programs in developing countries. The resulting elite corps of library scientists is greatly needed to conceive the socially and culturally integrated library education programs mentioned above, to do basic research related to library needs in their home countries, to develop professional literature in indigenous languages, and to create needed bibliographic and reference tools locally.

Professional organizations. Mention should be made at this point of the educational role of professional organizations. These organizations provide an extremely important service in most countries in providing for the continuing education of persons already in library service, as well as sponsoring the production of the bibliographic and reference tools of the librarian's profession. For a more detailed discussion of the role of professional organizations see Chapter XIII, Section A.

Selected examples of library education facilities and recommendations for improvement:

Korea. The Central National Library opened a library school in 1946, but the Korean War necessitated its closing. A total of 77 librarians graduated from it in its five-year existence. The first academic library school was established at Yonsei University in 1956. This school offers a one-year post-graduate training program for students with the baccalaureate degree, as well as a four-year program within its undergraduate curriculum. Four-year programs are also in existence at Ewah Women's University, Chung-ang University, and at Sung Kyun Kwan. At the time of the AID developmental book survey in 1966, Yonsei had graduated 225 from its two programs, and Ewah had graduated 168. However, the number is small in relation to the need. In 1965 7,420 school library positions were unfilled out of a total of 7,598 positions mandated by the 1963 Library Law. At the same time 56% of the mandated post-secondary positions and 77% of the public library positions were also unfilled.

Under the sponsorship of the Ministry of Education, Ewah Women's University also offers a training program of 300 to 320 hours for teacher-librarians. This program and a similar one sponsored by the Asia Foundation have succeeded in producing about 5% of the total number of school librarians mandated by the Library Law.

Basic library education is well established in Korea and has gained considerable momentum during the past decade. In order to continue this momentum the 1966 AID survey team recommended that consultants continue to be made available to the Korean library education community. They further suggested that emphasis should now be placed on field training opportunities (institutes, workshops, etc.) and that the Korean Library Association participate in the development of continuing education and inservice training programs.

Pakistan. Degree programs in library science are offered by four library schools in Pakistan at three levels: (a) the Diploma in Library Science, consisting of one year of library science education beyond the baccalaureate level; (b) the Master of Library Science, requiring two years beyond the baccalaureate level; and (c) the Ph.D. in Library Science, recently instituted in Karachi University. Approximately 500 librarians have thus far received the Diploma in Library Science, and about 80 have received the Master of Library Science degree. Roughly 25 Pakistani librarians have received their professional education overseas.

The supply of professionally trained librarians by no means meets current needs. The majority of college libraries are under the direction of librarians with neither the Diploma nor the Master's in Library Science. Only a very few of the public librarians and practically none of the school librarians working in the country have any professional training. By reason of salary and prestige, government libraries are in somewhat better condition, but their need also exceeds the supply. It is therefore evident that there is need for both expansion of existing programs and the development of new library schools.

Brief descriptions of the four existing library science programs in Pakistan and the recommendations of the AID/CENTO Developmental Book Survey of 1966 are given below:

(a) The University of Karachi Department of Library Science instituted its diploma course in 1956, its master's degree in 1962, and its doctoral program in 1968. All three are currently offered. The faculty consists of four full-time teachers, two part-time teachers, and five cooperative teachers. All of them are foreign trained, six of them in U. S. library schools. Each year an average of 20 students receive the diploma and an average of 15 students receive the master's degree. No student has as yet completed the Ph.D. program. Of the graduates 83% are in the profession at present, two-thirds of them concentrated in the Karachi area. The faculty is aware of the lack of textbooks and other material relevant to library education in Pakistan and has carried out some valuable research designed to provide needed bibliographic tool and curriculum materials. It is planning to strengthen its publication and research program.

The AID/CENTO survey of 1966 recommended establishing a regional center for advanced library study and research at the University of Karachi to train selected professionals from Iran, Pakistan, Turkey, and other Middle Eastern countries in advanced teaching methods, and to carry on sophisticated research in the library and information sciences. A master's degree in library science would be a prerequisite for admission to this program. It should be noted that this recommendation was made prior to the inauguration of the doctoral program.

(b) The Department of Library Science, University of Dacca, has offered a fifth-year diploma since 1959 and a sixth-year master's degree since 1962. Until 1964 this department received support from the Asia Foundation, and Fulbright professors were assigned to the faculty. Currently there are only two full-time faculty members, both with graduate degrees from library schools in the United States. The Director of the Department of Library Science is also Head of the University Library and Librarian of the East Pakistan Central Public Library whose collection is located in the University Library building.

The AID/CENTO book survey recommended that the present faculty be increased to a minimum of four, including the Director, and that the school seek funding from the East Pakistan Government to support an extensive research and publications program to enrich professional library literature in the Bengali language.

(c) At Punjab University the library education program was established in 1915 with American technical assistance. It is the country's oldest library training program. Until 1947 a certificate was granted. The program was suspended during partition, 1947 to 1949, and revived in 1950. In 1958 it was developed into a diploma program. At the time of the AID/CENTO survey there was only one faculty member, a librarian with a master's degree in library science from the University of Karachi. A total of 150 students have received diplomas since 1958.

The AID/CENTO survey recommended the enrichment of the faculty, the appointment of a full-time Director, expansion of the library science library collection, and the eventual development of a full master's degree program. The survey further suggested that the Department of Library Science should take advantage of the Data Processing and Computer Technology curriculum at Punjab University to introduce courses in information storage and retrieval.

(d) The University of Peshawar diploma course was instituted in 1962. The program has no full-time faculty members--instruction is given by members of the library staff on a part-time basis. Fifty students graduated from the program between 1962 and 1966.

Peru. Library education in Peru is provided by the Esquela de Bibliotecarios, operated by the Biblioteca Nacional. Since the establishment of the school in 1943, the Biblioteca Nacional has determined the school's admissions requirements, provided the budget for its continuation, and determined the curriculum. Courses offered include only those considered relevant to preparation for professional work in the Biblioteca Nacional. Courses relating to other aspects of the profession are not available, and there is therefore no exposure to changes in library procedures resulting from the implementation of new technologies.

In general, the quality of the education provided is quite high, and many of the 200 graduates are contributing significantly to the profession. However, even the best graduates lack the academic degree and prestige of fellow professionals in other countries. The AID Developmental Book Survey of 1967 suggested (a) greater freedom in the preparation of curriculum, (b) the desirability of making the school more autonomous, and (c) working out an agreement with one or more of the country's universities to grant a professional degree upon successful completion of the school's program with provision for a professional registry of graduates.

Turkey. The 1966 AID survey of book production, importation, and distribution in Turkey reported a current need for an additional 3,000 librarians and a projected need for 10,000 by 1970. The University of Ankara Library School, founded in 1954, has graduated 200 librarians. Twelve students completed the four-year degree program in 1965. Eleven additional librarians have received their professional education in the United States. All library science courses are concentrated in the last two years, with the first two years devoted to courses in other academic areas. The staff for the undergraduate program consists of four full-time faculty members.

For the first seven years of its existence, the University Library School was funded by the Ford Foundation to the total amount of $300,000, and was professionally supported by the American Library Association and the United States Information Service. Since 1961 the school has been totally administered and financed by the University. With the discontinuance of outside financial support, the total program deteriorated substantially. Since 1961 practically no new materials have been added to the school's instructional resources, with the result that both students and faculty are sadly out of touch with current developments in the field. A related basic problem has been the low salaries paid to faculty members, ranging from $72 per month for an assistant professor to $160 a month for a full professor. Librarians who have been sent to the United States on Ford Foundation Fellowships for the specific purpose of becoming library science instructors upon their return have not found these salaries adequate and are not now engaged in teaching.

Two institutions in Ankara, Hacettepe Medical Center and the Middle East Technical University, have expressed interest in establishing library schools at the graduate level. The existing program at the University of Ankara could also conceivably be expanded to the graduate level. The AID/CENTO survey recommends that the Ankara University Library School seek affiliation with an accredited library school in the United States which would provide for exchange of faculty and publications. In addition more opportunity would be provided for qualified Turkish students to attend an American institution for further education.

5. School Library Development

In the typical developing country the educational system is inadequate at every level, reaching only a small proportion of the population, and failing to meet even the minimum needs for high level manpower. The poor quality of primary education is generally even more striking than its meager quantity. Teachers often have had no formal training and in many cases are themselves only graduates of the primary curriculum. In rural areas, due to lack of teaching personnel, primary schools may have only one or two grades. Teaching is likely to be by rote with little use of textbooks or supplementary reading materials. The dropout rate is high with only a small percentage of those entering first grade completing the fourth, fifth, or sixth grades. The majority of those attending barely attain literacy, and a number of these lapse into illiteracy within a few years. Time, money and effort are wasted.

Despite the deplorable state of primary education there are usually many more primary school leavers wishing to enter secondary education than there are available places. In 1965, the last year for which comparative statistics are available, 48% of the 5 to 14 age group were enrolled in primary schools in Thailand while only 12% of the 15 to 19 age group were enrolled at the secondary level. In Vietnam 62% of the primary age level were enrolled and 23% of the secondary age level. In Kenya the comparative ratios were 52% and 7%. These figures are fairly representative of existing situations in other developing countries. Usually 80% to 90% of the secondary enrollment is in academic education. Technical and vocational education at this level would seem to be a priority item in developing the skilled manpower necessary to promote industrial and technological development. However, experimentation with this type of education has not been very encouraging.*

As reported later in the chapter, there is a demonstrated high correlative relationship between secondary enrollment ratios and economic development indicators. We may assume therefore that this relationship indicates the relevance of the prevailing primary-secondary pattern and that school library development must then be a relatively high priority item in the development of a country's total library capability. However, comprehensive countrywide or regionwide school library development programs have not received donor agency support. Such support has generally been limited to local programs or to program components, such as funds for the purchase of library books, grants for the training of school library personnel, etc. An example of this local type of program is the UNESCO School Library Project in the Federal Territory of Lagos, Nigeria, designated as a pilot school library project for Africa, but specifically tailored for the Lagos urban environment. This program is described below.

In certain of the smaller and less populated developing countries the integration of school library services with public library services would seem to be desirable, particularly where finances and professional support are limited. A case in point, the School's Library Service in Jamaica, will be discussed later in this chapter under public library development.

Selected examples of school library development and recommendations for improvement:

Indonesia. School library programs in Indonesia are administered by the Office for School Libraries, a division of the Bureau for Libraries and Book Development. The plan for school library development set forth by the Office for School Libraries in 1961 called for a national headquarters, provincial headquarters, and one teacher-librarian in each school under the jurisdiction of the Ministry of Education and Culture. The Ministry had approved (1) a short-term plan for emergency assistance to school libraries in each province, (2) a long-term plan for the systematic development of a nationwide network of school libraries, and (3) an agreement that 10% of the government funds available for reading materials should be expended through the School Library Section.

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*Robert L. Thomas, "High-level Manpower in the Economic Development of Uganda," Manpower and Education, ed. Frederick Harbison and Charles A. Myers (New York: McGraw-Hill Book Co., 1965), pp. 317-320.

The program received considerable support from foreign donor agencies prior to 1964. USAIDs provided demonstration collections; the Colombo Plan financed further professional training for high level personnel of the School Library Division; British bilateral aid provided for the training of five librarians and for model collections of children's books; and UNESCO provided a specialist in school library services for four years, plus a fellowship and a supply of copies of the Dewey Decimal Classification for distribution to provincial headquarters and high schools. However, in the intervening years unstable political and economic conditions have virtually halted school library development.

There are about 60,000 elementary and secondary schools in Indonesia. Many of these have collections, often of doubtful usefulness, that range in size from 50 to 500 titles and are mostly supervised by teachers. The typical school library consists of a room in which books are kept in locked cupboards. The library room is open during recess and students are permitted to borrow books. The AID Developmental Book Survey of 1967 reports that no books printed later than 1963 were found in any of the school libraries.

The survey recommended that: (1) immediate action should be taken to recruit and train a corps of librarians to implement the program for school libraries; (2) the training program should include training abroad, training at the University of Indonesia Library School, in-service training, and periodic seminars; (3) funds should be sought to establish model school libraries in Jakarta and in each of the provinces and to provide training abroad for one provincial school librarian for each province; and (4) as an additional requirement for participation in a donated or subsidized paper program to produce textbooks, publishers should be committed to supply copies for free distribution to school libraries.

Kenya. Although primary school libraries are officially recognized as desirable and the syllabi issued by the Ministry of Education list suggested titles for libraries of primary schools, they are virtually nonexistent in Kenya. Funds are not sufficient to cover all basic educational needs and library purchases have not been assigned a priority. At the secondary level the situation is somewhat improved, although the purchase of library materials is still well down on the priority list for educational expenditure. However, a number of the older secondary schools have quite impressive collections, often exceeding the generally applied minimum standard of ten volumes per secondary school student, and are actively acquiring new material, particularly in scientific fields.

The AID Developmental Book Survey of 1966 has recommended the creation in all elementary grades of classroom libraries of titles especially chosen for children learning English as a second language. As a result of USAID-backed programs, and of the Elementary and Secondary Act, there is a considerable body of literature for this purpose. The survey also noted the need for another category of classroom library, collections of science books written for young people in grades four through nine. In the United States these titles are generally referred to as "trade books" and are not to be confused with textbooks integrated into the elementary and secondary science curricula. This literature appeals to the child whose interest in science is likely to stimulate an interest in recreational reading. These libraries would not only improve the reading skills of pupils learning to read English, a fundamental educational need in Kenya, but also would extend their knowledge of science and technology.

Korea. The mandate for school library development in Korea is included in Library Law 1424 enacted in October, 1963, which states in part: "Reading rooms or libraries shall have to be established at primary, middle and high schools . . . " Faculties and administrators have been making an honest attempt to comply with this law, but education needs at all levels are enormous, and the library requirement finds itself in rigorous competition with the needs for additional classrooms, more teaching personnel, and other priorities. It is estimated that no more than 25% of the existing primary and secondary schools have library facilities.

However, the development of school libraries in the Province of Kyongsang Namdo indicates that the goal called for under Library Law 1424 may not be impossible. The provincial school library plan devised in Kyongsang Namdo in 1963 called for two volumes per pupil in elementary schools and four per pupil in the middle schools, a total of 1,717,292 volumes to be attained by the end of 1966. Although the total goal was not achieved, the final figures were impressively close. Libraries were established in 80% of the schools, and total holdings averaged 1.58 volumes for each of the 7,900 students in the province, including students in the 20% of the schools in which no libraries were established. Kyongsang Namdo is not a wealthy province and this experience indicates that although funding is difficult, school library services can be developed when there is recognition of their need, knowledge of how to develop them, and official support for their establishment.

The AID Developmental Book Survey of 1966 recommended that the Ministry of Education should bring its various library interests together into a single strong agency. This new branch should be responsible for developing a coordinated national approach on school library development and for increasing the use of the newer educational media in support of classroom teaching.

Nigeria. In 1965 UNESCO and the Federal Government of Nigeria signed an agreement to develop a pilot school library project for the Federal Territory of Lagos with the expectation that it would serve as a model for much of Africa.

The project was predicated on the premise that school library needs in Lagos would be served best by a centralized school library service. It was also agreed that the service should include the Teachers Reference Library which was then being established with funds provided by a private Nigerian donor. Service functions were to include the following elements:

(a) Services to school and college libraries: (1) building up basic reference and lending libraries, (2) providing supplementary collections and other instructional materials, such as films, film strips, etc., (3) providing special request services, and (4) possibly establishing a mobile service for selected libraries and/or special materials. These services were to be supported by a Central Textbook Library.

(b) Education Library providing reference and lending service to education officers, university students, teachers, teachers-in-training, and Sixth Form students.

(c) Advice and assistance on (1) library planning, (2) library methods and equipment, (3) training of school librarians, (4) library syllabi in schools and colleges, and (5) continued organization of libraries in schools and colleges.

The service was implemented in October, 1963, with an experienced librarian from the United Kingdom acting as Director. Demonstration libraries were opened at two secondary schools--the Baptist Academy and the Methodist Girls' High School. Each commenced with a stock of 1,500 books, shelving and equipment supplied by UNESCO, and a simplified card catalog. These were intended to serve as model libraries to illustrate the need for and the place of school libraries in the educational system. A week's training course for 25 school librarians was conducted in January, 1965, and a number of library clerks received two to three weeks training at headquarters.

The Education Library was opened in March, 1965. It provides textbooks and comparative reading for students and facilities for lesson preparation work for teachers. It is also used as a demonstration center for library administration, equipment, and methods.

The project has in general been judged a success and has contributed significantly to primary, secondary, and teacher-training education in Lagos.* However, it suffers from the obvious defect of having been conceived and executed outside a total comprehensive plan for the development of educational library facilities.

Peru. The concept of the elementary school library is totally lacking in Peru, although the classroom may contain a few books in locked cupboards for the use of the teacher. At present there is little concern over this lack of elementary school libraries because of the lack of textbooks of all kinds. Reading is taught by the group method and children do not learn to read silently until considerably later in their school careers. The public libraries and the childrens' libraries provide some materials suitable for use by children but these materials are not related to the curriculum.

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*H. D. Nonney, "UNESCO's Role in School Library Development in Nigeria," UNESCO Bulletin for Libraries 22 (March-April, 1966), p. 76.

A few secondary schools have libraries, but there is no universal acceptance of the concept of secondary school libraries. There are small classroom libraries in some schools, but the students learn entirely by taking and studying lecture notes. At the most important secondary school in Cuzzo, a consolidated school with both academic and vocational programs, there is a collection of approximately 3,000 volumes, partially organized. The librarian, who is partially trained, has tried to provide much needed library services, but finds it necessary to operate on a closed stack basis to avoid the theft and mutilation of materials.

Many administrators and librarians accept in theory the importance of the library as an institution for the teaching of research techniques and the provision of supplementary curriculum material, but there has been no program sufficiently developed to serve as a model of what can be achieved. The library association is aware of the problem and has developed a program for the evaluation of secondary school libraries, with the provision of in-service training at the Escuela de Bibliotecarios for secondary school librarians. The association also hopes to establish some kind of central system that will make books available to students in secondary schools through standard library procedure.

The AID Developmental Book Survey of 1967 has made the following recommendations with regard to school library development in Peru: (a) a central professional library in the Ministry of Education should be established with personnel capable of organizing services to provide for centralized cataloging; (b) AID should be prepared to assist with the donation of books for school libraries, especially of books not suitable as textbooks but excellent for supplementary reading; (c) all local and contributory programs sponsored by voluntary agencies should be coordinated through a central agency in the Peruvian Government to insure that such efforts relate significantly to a total development plan--for example, the organization of a school library by Peace Corps volunteers could be geared to a program that would supply the school with a counterpart librarian to take over when the library begins to function; a centralized processing center could employ additional volunteer help for a variety of tasks; and voluntary agencies could donate books through a central agency which would see that the materials went where they were most needed.

6. Library Development Supporting Post-secondary Education

Generally speaking, the higher education libraries in developing countries are more likely to resemble their counterparts than any other types of libraries, with the possible exception of special libraries and information centers attached to government agencies or private commercial and industrial interests. Unfortunately, this resemblance is quite likely to be superficial. The library building may be modern and architecturally impressive and the collection adequate, although the library may not be giving significant support to the teaching, research, and public service functions of the college or university. That such is the case is probably due to one or more of the following reasons:

a. Universities and colleges may not lack library resources as much as they lack professional personnel to organize these resources and offer supportive services.

b. The older and more conservative institutions, particularly in the Middle East and Latin America, have in many instances inherited the function of conservation of national literary treasures. This museum function, which properly should rest with the national library, inhibits student use of the working collections.

c. The concept of the centralized university library system is often confused with a central library added to existing faculty* and departmental libraries, each of which may have its own rules and regulations and its own cataloging and classification system, with no single catalog of holdings available and no common administrative authority. In Latin America for example, it is common for the older university to have many such libraries. In such a situation the addition of a central library merely provides a convenient depository for materials which the faculty libraries do not want. If such a library is to be used at all, it must duplicate to a considerable extent books and periodicals already maintained in the faculty libraries. Therefore, it does not increase the total resources of the university, but simply adds to the cost.

d. In many developing countries the librarian's extremely modest position in the university's administrative structure excludes him from participation not only in the long range planning councils, whose deliberations will have a profound effect on the development of the library, but even from participating in operational decision-making processes which affect him immediately and directly.

e. Extensive book use is not yet the norm in many institutions of higher education in developing countries. A single text often provides the framework around which a course is taught. In some instances the "texts" are mimeographed notes prepared by the professor and sold to the student. The type of formal research methodology which begins with an extensive bibliographical survey is almost never required of students, particularly at the undergraduate level. It follows, therefore, that library services may indeed be poor because there is no demand that they be better.

The truly centralized university library system results in the central ordering and cataloging of library material. This creates uniformity, reduces cost, and facilitates the creation of union catalogs and complete bibliographical control over the total library holdings. Users, both students and professors, are given access to the complete collection.

The university librarian should be solely responsible for the day-to-day administration of the library. No individual or committee should interfere with his operational authority. However, an appropriate faculty committee should be constituted to advise the librarian on academic policy affecting the library. This committee should be broadly representative of the university's total academic interests, and the chief librarian should be a full member. The university librarian should also be an ex officio member of the chief academic advisory council of the university and of all committees concerned with university-wide planning and budgeting. His faculty status should be that of full professor and department chairman.

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*The word "faculty" is used in the sense of an academic division, as "Faculty of Philosophy and Letters" or "Faculty of Law."

In many developing countries an impending and necessary change in the total thrust of higher education will have a significant impact on library development. Too much emphasis has generally been placed on the arts, humanities, and law, and the output of the agricultural, scientific, and engineering faculties of the university must be expanded if projected manpower needs are to be met in these areas. It has been estimated that in developing countries good technical education at the university level probably costs four to six times as much per student as non-technical education. A considerable amount of this increased cost reflects the high cost of library materials to support such programs. Since the development of high level technical personnel is a priority goal in the development plans of almost all developing countries, librarians may be faced with the necessity of making selective reductions in both acquisitions and services in the humanities and social sciences.

Selected examples of library development in post-secondary education and recommendations for improvement:

Indonesia. Two divisions of the Directorate General of Higher Education in the Ministry of Education and Culture have responsibility for libraries of secular colleges and universities. One provides advisory and bibliographic services and acts as a liaison between the Directorate and the libraries, and the other is concerned with the purchase of equipment and the acquisition of library materials. Both divisions have been relatively inactive due to the shortage of funds and the difficulty of communications within the country.

The collections of the state universities are inadequate, and their effective utilization is inhibited by the prevailing organizational pattern of individual faculty libraries. As an example, the University of Indonesia has no central library--its resources are divided among eleven libraries serving the eight faculties that constitute the university. There is no head librarian, no union catalog of the library's holdings, and no significant cooperation among the librarians of the various faculty libraries. This situation is typical of the university libraries of the country. The Ministry of Higher Education in 1962 issued a directive requiring each university to recommend a qualified candidate to the Ministry for appointment as chief librarian, but the universities have not complied, and the Ministry has made no effort to enforce its order.

Reliable and current statistics on the use of academic libraries are not available, but a 1960 survey conducted by the Department of Education indicated that of 53 autonomous faculty libraries, 15 granted borrowing privileges, and only eight allowed student access to the stack areas.

University collections commonly consist largely of duplicate copies of textbooks, frequently outdated and of questionable relevance to existing academic programs. Government policy has called for the library acquisition of multiple copies of basic textbooks on the assumption that the majority of students could not afford to purchase individual copies. This has diverted acquisition funds from the purchase of essential bibliographic and reference tools.

The following are among the specific recommendations of the 1967 AID Developmental Book Survey: (a) in order to avoid the costly duplication of materials and facilitate use of faculty libraries by the total university community, university administrators should insist on the centralization of acquisition and processing activities and the establishment of union catalogs representing the university's total library holdings; (b) continuing seminars should be instituted to facilitate communications between the university librarians and the head of the Library Department of the Directorate General of Higher Education, Ministry of Education; (c) in order to improve the quality of Indonesia's higher education libraries, governmental and non-governmental donor agencies should be encouraged to place Indonesia high on their priority list for appropriate library materials, with a particular emphasis on urgently needed library tools such as Cumulative Book Index. Books in Print, Sears List of Subject Headings, Ulrich's Periodicals Dictionary, and others; and (d) graduate training abroad should be funded for Indonesians with working experience in university libraries and the equivalent of the U. S. bachelor's degree.

Pakistan. With the exception of certain special libraries and scientific documentation centers, the university libraries of Pakistan are probably the most developed libraries in the country. More trained librarians are working in these libraries, and collections are better organized. However, service functions have not sufficiently developed, due in large measure to prevailing teaching practices which limit resources to textbooks and lecture notes and do not require supplementary reading and/or research. Except at the University of Karachi, university librarians have not been given faculty rank and status and have little or no influence in decision making councils.

The holdings of the University of Karachi in 1966 totaled approximately 200,000 volumes and 1,200 periodical titles. However, the majority of its holdings are current and recent imprints acquired since the library's inception in 1952, and the collection lacks the depth dimension necessary to support many types of research. The total collection of the library of the University of Dacca comprises 225,000 volumes and 4,500 periodical titles. In spite of these rather impressive figures, borrowing privileges are severely curtailed. Students may not borrow from the central library, but only from their own particular departmental libraries which average about 500 volumes per library.

The University of Punjab, the oldest university in Pakistan, was founded in 1882. It has 26 departments and 57 affiliated colleges. The libraries of the University follow the same decentralized pattern. The main library has a collection of 225,000 volumes, the collections of departmental libraries vary from 500 to 2,500 volumes, and affiliated colleges have anywhere from 5,000 to 50,000 volumes. The University's library resources are obviously quite rich, but due to the decentralized system a student's access is usually limited to the particular department or affiliated college to which he is attached. Each library acquires and catalogs its own books. The result is a great duplication of both book resources and periodical subscriptions. Since there is no union catalog, there is no bibliographical control over the university's total library resources. The situation is somewhat similar at the University of Peshawar although there are fewer departmental and affiliated college libraries and total holdings are modest.

The AID/CENTO Developmental Book Survey of 1966 made certain specific recommendations with regard to university library development, among them the following: (a) since at the University of Karachi the budget is only adequate to cover the acquisition of current publications, supplemental funds should be sought from donor agencies to acquire retrospective collections in relevant subject areas; (b) at all universities the existing decentralized library system should be changed to a fully centralized system to avoid duplication, decrease cost, and give more efficient services--centralized cataloging should result in the creation of a union catalog for each university, allowing for full bibliographical control over library resources; and (c) at each institution borrowing privileges should be given to all students for the entire collection, with the exception of standard reference works, manuscripts, and other rare items.

Philippines. Universities in the Philippines vary widely with respect to size and quality. The larger universities are generally reasonably well-served. However, the smaller institutions have inadequate collections, and service is curtailed by the shortage of professionally trained staff, low budgets, lack of standards, and a shortage of needed bibliographic tools and centralized technical services.

The largest and perhaps the best of the country's academic libraries is the main library of the University of the Philippines, which has some 350,000 volumes and over 9,000 serial publications. The library's budget ($214,000 in 1965) comes from library fees paid by students. There are 31 departmental libraries at the University's several locations, but the total library program is centrally administered. A five-year grant from the Ford Foundation is strengthening the University's holdings in the humanities and social sciences.

Of the country's university enrollment 86% is at private institutions, principally supported by the Catholic Church. Standards for libraries at the eight Catholic universities are set by the Catholic Education Association of the Philippines. The libraries of San Carlos University in Cebu contain about 85,000 volumes. The collections are of good quality and the libraries are completely staffed, probably because the University has a library education program.

In view of the wide variation among higher education libraries, both qualitatively and quantitatively, the AID Developmental Book Survey of 1966 has recommended that an accreditation program be established, which would create and enforce professional standards for college and university library development. Such an accreditation program might be modeled closely on the program already established for Catholic institutions by the Catholic Education Association of the Philippines.

Vietnam. The only significant academic libraries in the country are at the University of Saigon. There is no central library and each faculty maintains its own collection. The following are examples:

> The library serving the Faculty of Law has approximately 10,000 books and subscribes to 20 professional journals. The library has no book budget and gifts represent their main source of material. Seventy per cent of the books are in French, twenty per cent in English and the remainder in Vietnamese. For the most part the books are out of date and play no significant role in the law school's curriculum. The library is staffed by two clerical persons, neither having any training in either law or librarianship.
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> The Faculty of Medicine has 6,000 volumes in French, 2,500 in English, and subscribes to 276 periodicals. The library's total budget is less than $1,000 and most of the materials were donated by the Asia Foundation, the China Medical Board, and other agencies.
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> The Faculty of Pedagogy library has 13,000 volumes and subscribes to 50 periodicals. More than half of the total holdings are in English, and only about 10% in Vietnamese. The library is classified according to the Dewey Decimal System, this task having been performed by a previous librarian who had had training in the United States. Like other faculty libraries, this one relies heavily on gifts. Service is inhibited by the shortage of materials pertinent to the curriculum and the lack of a definite budget.

The AID Developmental Book Survey of 1966 recommended that ways be found to coordinate the work of these various faculty libraries and to develop a centralized library for the University of Saigon.

7. Public Library Development

> "A public library service is one which is authorized by legislation, open to the public without charge, and financed out of public funds. It has a special importance in the modern state for the diffusion of ideas, the creative use of leisure and the preservation of national culture."*

Role of public libraries in national development. As has already been suggested above, the role of information in stimulating economic growth in developing countries is two-fold: (1) to produce a climate favorable for the change from a "traditional" to a "modern" society that almost inevitably precedes and accompanies economic development; and (2) on an operational level to stimulate those productivity factors, including human resource development, which accelerate economic growth. It has further been suggested that since the library's service role is that of an agency for the dissemination of information, the role of any particular type of library in the development process must be evaluated according to one or the other or both of the above criteria. The roles of national libraries, those in secondary and higher education, and special libraries and information services would seem to be more closely related to the second of these criteria, the stimulation of human resource development to accelerate economic growth. Although the public library in developing countries also has a responsibility in this area, chiefly in literacy maintenance, its primary role seems to be more closely allied to the first of these criteria, helping to effect a climate favorable for social change. In this context it relates less to the quantified and programmed economic goals characteristic of economic development plans, and more to the long range social objectives underlying these plans.

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*Public Libraries for Asia (Paris: UNESCO, 1956), p. 23.

The assignment of priority ranks to the various elements of total library capability must reflect the severity of prevailing human resource needs. Consequently, funds available for library development should be allocated initially and liberally to those library services, both national and academic, which can have the most direct effect in meeting these needs. The development of public library services, however, must shortly follow if social development is to be widespread and enduring.

Financing public library services. Financing public libraries is the most vital factor to be considered in their establishment, development, and maintenance. In almost all countries, the public library is locally controlled and supported by local tax funds. However, these funds are being increasingly supplemented by grants from agencies at higher governmental levels. Initiative in the form of enabling legislation is usually provided by the national government. In many instances, the national government will also provide funds for construction and other initial costs. Funding is then usually turned over to a local agency in the interest of stimulating local involvement and local control. These objectives, while laudable, may be less feasible in developing countries than they are in developed countries. Local governmental agencies are often handicapped by an inadequate revenue base, and public libraries must compete with a multitude of other social service agencies for the meager funds available. Almost without exception public libraries relying primarily on local tax funds are inadequately equipped and staffed in developing countries. The public librarian receives less money and has less status than his professional counterparts in other types of libraries. The federal and provincial governments are the obvious and appropriate sources for much needed supplemental funds.

Funding by outside donor agencies is at best a temporary measure. Several foundations, along with UNESCO, have provided funds for library establishment and public library demonstration products. Most of these libraries have shown high potential, but their development languished when donor agency funds were withdrawn and not adequately replaced by funds from local tax revenues.

The recommendation for increased participation by national and provincial governments in public library funding should not be misinterpreted as justification for violation of the very important principle of local control. These higher levels of government are justified in establishing regulatory agencies to insure that funds are properly spent and accounted for, but their operational authority should be minimal. Every public library should be controlled by a public agency or official, appointed under public legal authority, and directly responsible to local government. The library should have established channels for presenting its budgetary and other needs to the contributing governmental agencies, and should report annually on expenditures for the previous year. However, the local library should have full authority to employ personnel and acquire materials needed in its program without undue interference on the part of these agencies.

Public Libraries Supporting Public Education. To a considerable degree public libraries share with school libraries the role of providing a climate conduce to social change. It is not surprising that attempts have been made to consolidate these activities at the local level, both physically and administratively, with the regional public libraries circulating supporting materials to schools as traveling collections. Such consolidation is effective only if there are certain pre-existing conditions: (1) the country must already have a reasonably effective public library system extending into remote areas; (2) service areas must be relatively small with roads suitable for bookmobile traffic; and (3) educational goals should be very clearly defined, and the country should have the capability to project future book needs with reasonable accuracy. The potential saving in processing and administrative costs is obvious, although the doubt persists that traveling collections can never be as fully effective as in-house collections. The Republic of Jamaica, which satisfies the above-mentioned criteria, has operated such a program with reasonable success.

Selected examples of public library development and recommendations for improvement:

Indonesia. Public libraries are designated "People's Libraries" in Indonesia, and are administered and financed by the Director of Community Development, Directorate General of Basic Education, Ministry of Education. They are graded as A, B, or C according to the general intellectual level of materials held. The Director of Community Development reported the total number of People's Libraries for the year of 1966 as follows:

Libraries at A level (townships)	1,459
Libraries at B level (county seats)	225
Libraries at C level (provincial centers)	20

The total book stock in all libraries is estimated at approximately 1,100,000 volumes, with the greatest concentration of books and libraries in the most densely populated areas of the country. The A level libraries contain materials in Indonesian and local dialects, usually at the fifth or sixth grade reading level. B and C level libraries, in addition to books in the regional dialects, contain materials in Bhasa Indonesian, English, and Dutch. Materials in B level libraries are usually at the junior secondary school reading level. Books in C level libraries are at the senior secondary level. For the most part, materials are centrally purchased and processed in Jakarta, although some of the local and regional dialect materials are acquired locally. Card catalogs are maintained by B and C level libraries, but not by A level libraries. All materials are available on short term loan.

The headquarters staff for People's Libraries in Jakarta numbers approximately 40 persons. Approximately 900 paid employees staff the B and C level institutions, but the A level village libraries are staffed by volunteer workers. Each province has a library inspector operating under the supervision of the central office in Jakarta. These libraries grew fairly rapidly during the 1950's when money was available for book acquisitions. Since 1965, however, severe budgetary restrictions have practically eliminated the acquisition of new materials.

As previously indicated, the 19 State libraries, by decree of the Minister of Education, also serve as public libraries in the communities in which they are located. These libraries are supposedly administered by the Division of School and Public Libraries, Bureau for Libraries and Book Development, Ministry of Education and Culture. The relationship between the State Libraries and the People's Libraries is not clear, and there is little communication and no cooperation between them.

The AID Developmental Book Survey of 1967 has recommended that an extensive collection development program be launched for public libraries. A foreign agency should purchase at least 40,000 volumes suitable for public library use from publishers and/or bookstores to provide badly needed reading materials for the villages. Such a program would also provide assistance to the inflation-racked local book industry.

Korea. Although the Library Law of 1963 covers public libraries as well as school libraries, its requirements regarding public libraries are much less specific. The number of public libraries has more than doubled since the enactment of this legislation, but public library development in Korea is still in its infancy, with roughly 50 libraries serving a population of over 28 million people.

Personnel shortages in public libraries are acute, due primarily to the nature of the civil service examinations required of persons wishing to work in public libraries. Examinations contain many questions on language, history, mathematics, public administration, etc., but only rudimentary questions on library science. Consequently the student who has devoted a considerable portion of his undergraduate career to the study of library science quite often places lower on these competitive examinations than his counterpart who has devoted himself to other academic disciplines. Many library school graduates prefer not to take these examinations and are lost to public library service.

As in most developing countries, the tradition of local funding has inhibited collection building activities and depressed public library salaries as well. Except in Seoul, public libraries do not receive financial aid from the Ministry of Education, and almost all local libraries lack adequate financial support.

A further factor sets Korean public libraries apart from their Western counterparts. This factor is the very considerable use of public library buildings made by persons not actually using the libraries' collections. It is not unusual for a public library's reading room to be completely filled throughout the day. Arriving patrons are given numbers and assigned seats in rotation as places become available. This "study hall" use of libraries is the result of the emphasis in schools, colleges, and the civil services upon the successful passing of the examinations for placement and advancement, and the lack of study facilities in the average Korean home. Current statistics indicate that roughly two-thirds of the people visiting public libraries make no use whatsoever of library materials. This situation must be taken into account in planning future public library development.

The AID Developmental Book Survey in 1966 made the following recommendations relating to public library development in Korea: (a) library interests, currently decentralized within the Ministry of Education, should be brought together in a single unit, and given additional fiscal support; (b) existing legislation should be revised to provide for civil service examinations which more adequately reflect library knowledge, interests, and needs, and to assign specifically the responsibility for administering, coordinating, funding, and establishing standards for adequate public library services; (c) further development of the emerging trend of home circulation of library materials should be encouraged; (d) the stronger public libraries should establish work-study programs to provide in-service training for fledgling librarians from more remote areas; (e) library demonstration programs should be established in those areas where public library services are minimal or nonexistent to serve as regional stimuli to the public and to library staffs; and (f) as regional public libraries become stronger, centralized regional acquisition and cataloging services should be developed.

Peru. Public library development in Peru is closely linked to the history of the Fondo San Martin. It became operative in 1947 under Law 10857 which provided for a special fund based on a tax on jewelry to provide money for the development of public library services. The administration of the fund was put under the National Library with indirect involvement of the Ministry of Education, thus minimizing political interference. A competent professional staff in the National Library gives access to advice, volunteer help, and teachers, and encourages the perpetuation of sound library practices. The role of the central organization is essentially that of an advisory body and an in-service training resource. Basic support and administrative responsibility rest with the local municipalities.

Under the in-service training program local librarians are given fellowships for three-months training in Lima at the National Library, and professional librarians from that institution replace the local librarians for that period of time. New libraries are opened in this manner within less than six months, and almost a hundred have thus far been established at a very minimal cost.

In general, the Fondo San Martin has been effective in providing support for a developing public library system in Peru, and the National Library has provided dedicated and competent professional leadership.

The AID Developmental Book Survey of 1967 has made the following recommendations relating to public library development in Peru:

(a) Increased government aid could make the development of public library services a major accomplishment. Although the tradition of local tax monies for operating expenses is certainly defensible on many grounds, in those cases where municipalities are not able to initiate or support such activities the government should underwrite expenses and provide long-term, interest-free loans. In addition, the government should provide funds for both academic and in-service training of librarians in other countries.

(b) A fully equipped centralized processing center, costing in the neighborhood of $100,000, would be of incalculable value in improving and standardizing public library services, and should be given the highest priority in any proposed technical assistance program relating to public library development in Peru.

(c) Volunteer donor agencies should be approached for participation in donated book programs, with an emphasis on Spanish language materials preselected in consultation with the National Library and local public library administrators.

Thailand. Development of public library services in Thailand is the responsibility of the Adult Education Division, Department of Adult Education. All 71 of the provincial capitols (Changwads) have public libraries with reference and home circulation facilities. However, somewhat less than half of the 560 district headquarter towns (Ampurs) have been provided with public libraries. According to 1965 statistics provided by the Ministry of Education, the average book collection in a Changwad public library was 2,200 volumes, and the average Ampur collection was 700 volumes. Public librarians rank in the lowest grade of a five step national Civil Service Scale and have little status, no job security, and very low salaries. It is not surprising that the AID Developmental Book Survey of 1967 reported that not a single academically trained librarian was engaged in public library service in Thailand. Institutional budgets are almost unbelievably meager. No support is provided at the local level and the 1967 Public Library Service Budget for all Thailand totaled 380,000 baht ($19,000).

The recommendations of the 1967 AID Developmental Book Survey relating to public library services may be summarized as follows: (a) civil service regulations should be revised to upgrade the status and remuneration accorded public library personnel--this should be accompanied by the establishment of a certification program for the public libraries; (b) a model public library should be established in Bangkok to demonstrate to the country at large, and to officialdom in particular, the benefits of public library services; and (c) the Ministry of Education should assume additional financial responsibility for acquiring materials for public libraries at all levels, and should also encourage greater local responsibility and community participation in the support of public libraries at the Changwad and Ampur levels.

Turkey. The office of the General Director of Libraries, Ministry of Education, has responsibility for the development of public and children's libraries in Turkey. Financial support comes primarily from the central government, with local municipalities contributing.

Unofficial statistics given in the AID/CENTO Developmental Book Survey in 1966 indicated the existence of 207 public libraries and 167 children's libraries. Only a limited number of these public libraries offered lending services. The remainder were general libraries open to the public for on-the-premises use. The five existing bookmobile systems are totally inadequate to provide any sort of public library services to the very sizeable rural population. Libraries are generally "closed stack." Collections are usually cataloged according to the Universal Decimal Classification (UDC) or the Dewey Classification, but materials are commonly shelved according to their accession numbers. This makes it necessary to place two sets of numbers on each catalog card.

Of the 374 public libraries reported in 1966, only seven had a professionally trained librarian on the staff. Salaries are paid by the central government and are extremely low--$50 to $80 per month. Consequently graduates of the Ankara University Library School shun public library work in favor of academic and professional libraries.

The following are among the recommendations made by the 1966 book survey relating to public library development in Turkey:

(a) The services of a public library expert should be secured for an extended period of time to assist in studying present conditions, determining future needs, and developing a plan for a nationwide public library system.

(b) A model public library with a children's reading room should be established for demonstration purposes and as an in-service training center for public and children's librarians from other parts of the country.

(c) To relieve existing personnel shortages, groups of promising public and children's librarians should be sent abroad for at least six months of specialized study. The training institutions should develop special non-degree courses in the fundamentals of modern public library organization and management suitable for Turkish librarians, and appropriate to existing situations in that country.

(d) Until such time as public and children's libraries are adequately staffed by competent professional personnel, all materials should be purchased centrally by the Office of the General Director of Libraries of the Ministry of Education. These materials should be centrally processed and catalog entries supplied to the individual libraries.

(e) Existing circulating collections are generally limited to fiction. Lending policies should be liberalized to include all materials except basic reference works.

8. The Development of Specialized Library, Bibliographic, and Information Services

Special libraries and information centers support the activities of a variety of institutions--private industry, government agencies, research institutes, trade associations, professional associations, hospitals, etc.--all of which find it advisable to maintain their own information resources. Subject fields represented cover the whole range of the social sciences and the natural sciences, both theoretical and applied. In broad terms the functions of this type of information service might be described as follows, with all functions not necessarily performed by any specific institution:

a. Development of a collection of books, periodicals, and other publications related to the purposes of the parent agency.

b. Maintenance of special subject references and indexes, and other reference services.

c. Circulation of books and periodicals.

d. Active documentation services such as the preparation and circulation of abstracts, bibliographies, etc.

e. Control and indexing of internally produced reports and correspondence.

f. Translation of relevant foreign language materials.

In developing countries with various inadequacies in national, academic, and public library services, it is not unusual to find instances of highly sophisticated specialized library and information services, particularly in science and technology. Dr. Lester Asheim, in commenting on his own long experience as an observer of library services throughout the world, has taken note of this phenomenon:

> "In a country where there seems to be little organized information and small demand for it, suddenly he (the observing foreign librarian) finds advanced systems of information retrieval; in a country where even the simplest of card catalogs is rarely provided, he finds centers of documentation at an advanced stage of development. In a country where the single "librarian" at most institutions has had no professional training and exhibits no interest in the field, he finds Ph.D.'s from the leading graduate library schools of Europe and the United States. It is difficult to know whether to be delighted or disturbed; are these libraries and information centers really serving a purpose, or are they really an empty symbol, necessary to the desired national image, which must have a

twentieth century surface despite the seventeenth century reality behind it? At best, one notes it is only in the areas of science and technology that these evidences of progress are to be seen; the traditional libraries remain as they were three hundred years ago."*

That such specialized information services have developed more quickly in certain developing countries is in many cases due to one or more of the following factors:

a. The presence of a small but influential scientific elite composed of expatriots and foreign-trained nationals.

b. Established foreign commercial and industrial interests, well aware that the application of scientific and technological information is crucial to economic growth, have established, or helped local governments to establish, such information service development plans. For those centers wholly within the private sector the corporate structure provides clear lines of authority, continuing and dependable fiscal support, adequate salaries and advancement based on merit, and clearly defined institutional purposes. It is only natural that such an institution should develop more rapidly. The same advantages would apply in only slightly diminished degree to those which are administered by governments but receive the support of private funds.

c. In certain countries a traditional interest in classification theory (often, unfortunately, to the detriment of a true understanding of the service aspects of the library profession) has led to the development of classification schemes, practices, and expertise sufficiently advanced to be applicable to computer-based information storage and retrieval systems. This has been the case most notably in India.

In most cases these sophisticated information handling activities have not been merely empty exercises, although the priority of their development may be open to question.

As has already been indicated, one of the major roles of the total information service complex--libraries, documentation services, indexing and abstracting services, etc.--is to provide scientific and technological information from research and development activity for practical application in helping to stimulate economic growth. The information service is also essential for the development of high level manpower. However, the demands of high level personnel already working in the country may be a prerequisite to the adequate development and refinement of the information services, both to help solve practical problems and to train needed manpower. Therefore, a high priority is suggested for the development of the more traditional services as the necessary base for subsequent development of more sophisticated and specialized information resources.

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*Lester Asheim, Librarianship in the Developing Countries (Chicago: University of Illinois Press, 1966), p. 7.

Selected examples of specialized library, bibliographic, and information services and recommendations for improvement:

Indonesia. A 1967 publication of the Indonesian National Scientific Documentation Center, "Directory of Special Libraries in Indonesia," lists 103 special libraries and documentation centers. A number of these are actually university faculty libraries whose collections are so broad as to make questionable their inclusion in such a list. The more important of the country's special libraries serve government ministries and government sponsored research activities. As is the case with all other types of libraries in the country, these are hampered by a shortage of trained personnel, lack of space, and the absence of overall coordination and exchange information. In spite of this, it has been estimated that special libraries in Indonesia provide roughly 20% more book use than do other types of libraries.

These specialized collections and information centers frequently duplicate functions and collections because of inadequate communications and the lack of any coordinating authority. The Indonesian Scientific Documentation Center (Pdin-Pusatdodumentasi Ilmiah Nasional) has attempted unofficially to coordinate special libraries. This activity was established in 1956 to provide scientific and technical information services in support of research in the physical, biological, and social sciences. Services currently performed consist of indexing, abstracting, compiling special bibliographies, compiling directories, and photocopying. Among its publications are the Index of Indonesian Learned Periodicals and Indonesian Abstracts and the Directory of Special Libraries in Indonesia. The Documentation Center serves the entire research community of Indonesia, both governmental and private. It maintains a reference collection of over 8,000 volumes, subscribes to over 100 journals, and acts as central purchasing agent for the 32 research institutes under the Central Book Activity of the AID/National Academy of Sciences Book Program.

The special libraries and documentation centers in Indonesia, particularly the Indonesian National Scientific Documentation Center, are an important element of the country's total library capability and should play a continuing and vital role in future economic, political, and scientific developments. To insure that these institutions make their maximum contribution, the AID Developmental Book Survey of 1967 has recommended a greater degree of communication and coordination. The Indonesian National Scientific Documentation Center should be designated as the coordinating agent for all special libraries in science and technology. The Bureau of Libraries and Book Development should be given authority to coordinate all special libraries in other fields.

Another activity deserving of special mention is the National Bibliographic Center (Kantor Bibliografi Nasional). Established in 1953, the Bibliographic Center began the compilation and publication of: (a) an annual National Bibliography, (b) Cumulative National Bibliography from 1945, (c) Bibliography of Foreign Books about Indonesia, (d) Union List of Serials, and (e) a union catalog of holdings of foreign books judged to be of particular importance to economic and social development.

The AID Developmental Book Survey recommended that publishers, librarians, and the Ministry of Education join in pressing for an enforceable depository act as an essential prerequisite for the establishment of effective bibliographic control at the national level. Once this becomes a reality, the Bibliographic Center should seek funds for an increased professional staff and an up-to-date collection of bibliographic and reference works.

Iran. The most impressive development in the field of specialized information services was the establishment in 1969 of the Iranian Documentation Center (IRANDOC) by the Ministry of Science and Higher Education. Half of IRANDOC's bilingual staff are college graduates and seven hold doctorates.

Modern intensive reference service is provided to physicans, engineers, agriculturists, chemists, lawyers, scientists, and social scientists. The Center provides literature searches, photocopies, inter-library loan services, translations, bibliographic services, state-of-the-art studies, and traditional reference services, either in person, by mail or by long distance telephone. The user is not charged for services.

Publications of the Center currently in print or in preparation include directories of Iranian libraries, bookstores, publishers, newspapers, and periodicals and a union list of Iranian social science and science serials. Planned publications include an abstract bulletin covering Iranian science and social science periodicals for distribution in Iran and abroad, an alerting service reproducing the contents pages of significant Iranian science and social science journals, and a union list of Iranian library holdings.

Korea. In 1967 the Korean Library Association reported 71 special libraries in the nation, with 48 of them located in Seoul. Although they hold in total fewer volumes than do the country's public libraries, they account for 51% more book use and spend twice as much for new acquisitions as do public libraries. Quite obviously, they constitute an important segment of the country's total library capability. Four of the most important special libraries and documentation centers, all located in Seoul are:

> The Central Education Research Institute was established in 1953 to contribute to the continuing development of education through research, publication, and continuing education programs. It has conducted several hundred research projects and has sponsored almost 200 workshops and in-service training courses. Its publication program has been extensive. The library supporting these activities contains some 6,000 volumes and subscribes to well over 100 periodical titles in education and closely related fields.
>
> The Korean Research Center was established in 1956. Membership in the organization is held by scholars interested in Korean history and culture and in advancing knowledge in the fields of the social sciences and the humanities. Its library contains over 20,000 volumes and 200 current periodical titles. More than 5,000 of its monograph holdings are foreign language materials dealing with Korea.

The National Industrial Research Institute, currently administered by the Ministry of Commerce and Industry, has as its principle functions the training of technicians and engineers, the popularization of modern technology, and providing leadership in the industrial field. The library attached to the Institute holds approximately 45,000 volumes and subscribes to almost 300 periodicals, roughly 50% of them in Western languages. Roughly three-fourths of its annual budget is now designated for the purchase of occidental materials.

The Korean Scientific and Technical Information Center (KORSTIC) was founded in 1962 and provides scientific, bibliographic, and literature services to approximately 200 participating companies, government offices, universities, and individual scholars. KORSTIC issues monthly bibliographies and supplies photocopies of requested articles from its subscription list of about 1,000 current scientific and technical journals. Fifty-six per cent of current users are from private industry. KORSTIC also publishes a bibliography on foreign patents, does translation work and literature searching on a special fee basis, publishes directories of scientists and engineers, and maintains a roster of holders of advanced academic degrees in science and technology. Of particular value is the union catalog, revised by KORSTIC on an annual basis, which records foreign periodicals in various Korean libraries and institutions. Unfortunately, this union list has not in the past been circulated to other Korean libraries.

The AID Developmental Book Survey of 1966 made the following recommendations in relation to the development of special library, documentation, and bibliographic services in Korea:

(a) To achieve more efficient functioning, KORSTIC should increase its communication and interaction with foreign agencies. Its periodical subscription list should be quadrupled, and the significance of its activities should be recognized by government authorities through increased subsidies.

(b) There is a need for a greater degree of coordination among the many special libraries and information activities, possibly by means of a council representative of the full range of institutional interests. The machinery for the effective exchange of information and documents could be worked out. Such a united front might also prove useful in negotiating for increased government subsidies.

Philippines. There are approximately 80 special libraries in the Philippines, most of them suffering from the common problems of inadequate facilities, poorly trained staff, inadequate budgets, increasing costs of imported materials, and the lack of a coordinating agency.

The largest of them is the library of the National Institute of Science and Technology, holding approximately 20,000 volumes and 3,000 serial titles. Its materials are available to the public, and it provides services to private organizations, although it is a state-supported agency.

Although charged with providing reference and documentation services for all fields of science except atomic energy, its collection is decidedly inadequate to do so. During the years 1962 to 1967 the agency had no book procurement funds whatsoever and was entirely dependent upon donor agency support. The library provides free bibliographic service and publishes technical information sheets covering practical and applied scientific information. The users are predominantly students or technical professional people living and working in Manila.

The most impressive special library in the Philippines is that of the International Rice Institute located at Los Baños. This Institute was funded by the Ford and Rockefeller Foundations and its library and documentation center is well organized, competently staffed, and in a position to expand its collection without any difficulty. In a sense it is not really part of the country's facilities, since its clientele is international and its resources are too exceptional for it to be considered a model or demonstration agency.

Probably more typical of Philippine special libraries is the library of the Philippine Atomic Energy Commission which shares with the library of the National Institute of Science and Technology responsibility for special library and documentation services in scientific fields. It holds some 2,500 volumes and receives approximately 150 serials. The library operates under deplorable conditions--it is poorly housed, the material is badly organized, and adequate professional staff is lacking.

The AID Developmental Book Survey of 1966 recommended that the Philippine scientific and technical community subsidize a cooperative effort to apply computer technology to the preparation of a union list of serials covering science and technology, which would facilitate the work of special libraries and information centers currently active in these areas.

Thailand. There are a number of special libraries in Thailand, the majority of them in the Bangkok area. Among those which maintain high professional standards are libraries attached to divisions and departments of the ministries and those serving private or government business. Other significant special collections are maintained by various learned societies and organizations such as the Thai Medical Association, the Thai Library Association, and the National Institute for Development Administration. Two libraries worthy of special attention are described below.

The Thai National Documentation Center was established in 1964 as the result of pressure brought to bear by the scientific community, frustrated in obtaining information needed to assist in research and development. The development of the Center was a joint effort of the National Research Council, UNESCO, and the Royal Thai Government. The Center is administered by the Applied Scientific Research Corporation of Thailand, and supplies scientific and technical workers with bibliographies, documents, microforms or photocopies of published scientific papers, translations, and reference services. The Center is adequately staffed and funded, and is located approximately fourteen kilometers outside Bangkok, adjacent to Kasetsart University, in an area that is already attracting other research activities and is developing into a scientific research and development community.

The National Institute for Development Administration was established in 1966 as an amalgamation of a number of existing programs related to national development. The purposes of the Institute are teaching, training, and research in social development, administration, and related disciplines. During the first two years of operation the Ford Foundation provided approximately a million dollars for technical assistance, including teaching personnel and advisers from the United States and fellowships for the training of National Institute faculty members in the United States. The Library of the National Institute has approximately 24,000 volumes, 25% in Thai, and has a staff of ten professionals, four of whom were trained in the United States. The National Institute has made notable contributions in the field of bibliographic control, including the compilation of an index to Thai periodical literature and an index to Thai newspapers. Working in close cooperation with the Thai Library Association and the library education community, the Institute has taken an active role in planning for a total library capability in the country.

The AID Developmental Book Survey of 1967 has made the following recommendations relating to the development of special libraries in Thailand: (a) there should be established within the Thai Library Association a separate division which would bring special librarians together as a group and provide the opportunity to discuss common concerns; (b) better communications should be established between special libraries in the country, particularly those attached to colleges and universities, and agreements should be made to insure the widest possible cooperative use of resources; and (c) the library agencies now serving separate governmental units and competing for scarce funds should be thought of as part of a single governmental library system and should be developed as such.

CHAPTER IX

BOOK AND PERIODICAL PROCUREMENT SERVICES

This chapter briefly discusses the various channels by which U. S. books and information about them flow to developing countries for use by the USAIDs and local institutions and individuals. It takes up in turn:

A. The services of commercial vendors--publishers, publishers' export representatives, and jobbers.

B. AID contractual services to supplement those provided by commercial vendors.

A. COMMERCIAL VENDORS

Individual Publishers. A number of the larger U. S. publishing firms--such as Addison-Wesley Publishing Co., Inc., Macmillan Company, McGraw-Hill Book Company, Prentice-Hall, Inc., and John Wiley and Sons, Inc.--maintain their own international sales divisions, staffed by traveling representatives and/or strategically located regional representatives, to aid the marketing of their books overseas. These firms include the biggest general publishers, as well as smaller publishers who specialize in books for higher education or in works of science and technology, the categories that comprise the overwhelming proportion of U. S. books that are sold abroad.

Export Representatives. However, relatively few U. S. publishers maintain in-house international sales organizations. Instead, many employ outside firms to handle their overseas efforts. Feffer and Simons, Inc. (31 Union Square West, New York, N. Y. 10003), and Henry M. Snyder & Co., Inc. (440 Park Avenue South, New York, N. Y. 10016) are the two largest publishers' export representative. Each represents different groups of over 100 U. S. publishers, acting on a commission sales basis in behalf of the publishing houses that employ their services.

The use of publishers' export representatives enables foreign-country institutions and bookshops to order and receive consolidated shipments of books of many publishers with savings in time, effort, and cost. The export representative sends foreign customers consolidated monthly statements, listing all invoices for shipments made during the preceding month; and the foreign entity uses one check to pay for all its purchases from the export representative's group of publishers. The export representative sends frequent mailings to customers, often including specially prepared, annotated catalogs of new books from many of the firms represented, as well as catalogs issued by individual publishers. Customers are given the same discounts they would obtain by purchasing directly from the listed publishers.

Book Jobbers. Book jobbers are a third type of overseas commercial vendor. Unlike the publishers' export representatives, jobbers sell the output of the entire cross-section of the U. S. publishers. They perform the classic wholesaling function--buying publications from publishers and reselling them to end-users or retailers. Book jobbers sell publications at the maximum discount the overseas customer would be able to obtain, but they add service fees of 10% to 20%, depending on the size of the order and other factors. Many U. S. book jobbers are active to some degree in the international market.

B. AID PROCUREMENT SERVICES

Services for Book Procurement

Manual Order 1425.3, "Procedure for AID Procurement: Books," dated June 27, 1967, describes the procedure by which USAIDs may deal directly with a designated commercial supplier to acquire books published or distributed in the United States. The Office of Procurement, AID/W, maintains a term contract with a commercial book supplier on an annual basis; the term contractor for FY 1969 was American News Company (131 Varick Street, New York, N. Y. 10013). The term contractor also may be used by other U. S. Government agencies and bona fide agents working on behalf of AID programs--including AID contractors.

Under terms of the Manual Order, purchase orders are submitted directly to the current term contractor by USAIDs--the directive gives complete details of procurement procedure, documentation, and payment. Missions are not precluded from procuring U. S. books from sources other than the term contractor under their regular contracting authority. However, USAIDs should first "ascertain that terms offered by other suppliers are as good or better than those offered by the current (term) contractor."

Under its contract with AID/W the 1969 term contractor offered progressive discounts off list price, depending on the quantity ordered by the Mission:

Trade and general books	34% - 50% discount
Technical and scientific books	29% - 42% discount
Textbooks	8% - 31% discount
Paper bound reprints	20% - 35% discount
Law books	0% - 50% discount
Medical books	15% - 30% discount
Others, including publications of non-profit and government agencies	13% - 30% discount

For each category, there were six levels of discount--the lowest for purchase of from one to nine copies of a single title; the highest for purchases of 500 and more copies. Payment was to be made by the USAID directly to the term contractor upon receipt of properly certified invoices and copies of bills of lading showing shipment to the consignee. An additional 4% discount could be taken for payment within 30 days.

Science book procurement. Manual Order 1612.69.4, "AID Science-Technical Book Subsidy Program," issued June 26, 1968, deals with the procurement by USAIDs of books formerly obtained through central funding support, under AID/W's Central Book unit "Science Book Program" which was originally handled for AID by the National Academy of Sciences (see Chapter VI, Section C, for details). Book procurement orders for USAID subsidy projects of that type now are subject to the terms of M. O. 1425.3, "Procedures for AID Procurement: Books," noted above.

As in the past, USAIDs still must identify sources and amounts of available funding for their Science-Technical Book Subsidy Programs, and prepare the necessary program documentation. Selection of titles also continues to be the responsibility of the designated recipients. All orders continue to flow through the host country operating institution, and the specific program objectives and in-country procedures continue to be a matter for agreement between USAID and the cooperating-country institution. The programs can include books, subscriptions to periodicals, and/or such other scientific materials as the USAID Mission and/or host-country institutions desire and are prepared to fund. However, the term contractor named in M. O. 1425.3 is limited to handling of books--orders for other desired items should be directed to another supplier (see below).

Services for Procurement of Magazines and Periodicals

Manual Order 1425.3.1, "Procedures for AID Procurement: Magazines and Periodicals," covers the furnishing of subscriptions through a term contractor. For FY 1969 this term contractor was Franklin Square Subscription Agency, Inc. (545 Cedar Lane, Teaneck, New Jersey 07666). Publications covered by the directive comprise U. S. magazines and periodicals (excluding newspapers), suitable for use by technicians, scientists, lawyers, doctors, schools, etc. Discounts were 1% plus 2% for payment within 20 days. Attachment A to M. O. 1425.3.1, dated June 25, 1968, contains pertinent excerpts of the term contract with Franklin Square Agency, including details on payment billing and documentation.

CHAPTER X

ACTIVITIES TO CREATE OR STRENGTHEN LOCAL BOOK INDUSTRY CAPABILITIES

The donor agencies listed in Chapters III and IV of this manual, along with host governments and institutions, have done much to create or enhance local capabilities in the book industries of developing countries. This chapter reviews programs and projects that already have been undertaken to effect such improvements, and also describes potentially effective steps that remain to be taken. Activities to improve local capability in library science and library education are covered in Chapter VIII.

Principle topics considered in this chapter are:

A. Analyses and appraisals of book industry needs, including the 1964-67 AID-financed country surveys of developmental book activities and needs, and short-term appraisals and analyses.

B. Assistance to local printing industries.

C. Emergency provision of materials and parts to keep the book industry functioning in time of economic stress.

D. Assistance in the formation of joint ventures with U. S. businessmen in developing countries.

E. Acquisition of publishing rights.

F. Paper for books, and problems in and means of providing it.

G. Organizing or strengthening local book industries.

H. Regional and in-country seminars and training courses on concepts and techniques in the book industry.

I. Book-related participant training grants to enable individuals to go to developed countries for training.

J. Government action affecting the book industry.

A. ANALYSES AND APPRAISALS OF NEED

AID Surveys of Book Activities and Needs

From 1964 to 1967 AID's Central Book unit sponsored a series of 17 country surveys of developmental book activities and needs. The surveys were conducted by five different organizations, Franklin Book Programs, the National Book Committee, Inc., the State University of New York, the University of Pittsburgh, and Wolf Management Services.

The surveys were of broad scope and interest. Their aims were (a) to investigate the state of developmental book activity in each country, (b) to determine priority country book needs, (c) to develop a set of realistic, viable program recommendations to help answer the needs, and (d) where applicable to formulate regional recommendations relating to multilateral and bilateral book and library efforts.

Teams of three to seven U. S. book publishers, educators, librarians, printers, and economists were sent to the several countries for periods of two to five weeks to conduct the surveys. They assessed the use of books and instructional materials in the educational process, in the improvement of reading skills, in individual learning enrichment, in technical and professional fields, and in government operations. Availability and use of books through various types of libraries and organized reference centers and through commercial and governmental channels were investigated, along with all aspects of the preparation, publishing, and distribution of books within the respective countries. During the survey team members met with host-country educators and government officials, authors, printers, publishers, and representatives of trade and professional organizations; officials of USAID, USIS, and other U. S. agencies working in the countries; representatives of private foundations and multilateral organizations; and others. Each report gives recommendations for action on the part of the host government, local institutions, the local book industry, USAID, and private, bilateral, and international donor agencies.

The country survey teams produced two sets of regional recommendations relating to a regional book and library effort to be sponsored respectively by the Southeast Asian Ministers of Education Secretariat (SEAMES), and the Economic Programs of the Central Treaty Organization (CENTO). These recommendations are detailed in Chapter XI, Sections F and G.

Published survey reports were produced for each of the following countries:

Chile
Indonesia
Iran
Kenya
Korea
Laos
Pakistan
Peru
Philippines
Tanzania
Thailand
Turkey
Vietnam

Three reports of the survey for Turkey were published, the initial report in January, 1965, a special adaptation of the report for the use of USAIDs in other countries in June of the same year, and a follow-up report in December,

1966. (See the bibliography at the end of this manual for titles and dates of all the individual reports. For information concerning availability of copies of individual titles contact the Education and Human Resource Division, Office of Program and Policy Coordination, AID, Washington.)

In addition to the surveys noted above, specialized surveys were conducted in Argentina and Brazil, Malaysia, and Morocco. The reports of these have not been published.

The book surveys had varying degrees of success and implementation. Some had little effect on host-government and donor-agency activities, while others resulted in measurable and significant change. The following are examples of results:

Chile. During the Chile survey the team members were able to provide a specific plan of action to the USAID concerning a $10,000,000 educational materials loan program it was funding.

Indonesia. The Indonesian Ministry of Education has translated the survey report of that country into Bahasa Indonesia, so that it can receive widespread circulation and follow-up action.

Korea. Perhaps the most extensive implementation has been accorded the survey report on Korea. The Mission in Seoul received 25 copies of the report in December, 1966. These initial copies were circulated among interested Korean and foreign agencies. The Communications Media section of the USAID Mission printed 100 additional copies, which had been requested by the Korean Ministry of Education for further distribution. Because of the intense interest aroused by the report, the Korean Publishers Association translated the entire work at its own expense and reprinted it in the January and February, 1967, issues of the Korean Books Journal, which is circulated to 5,000 publishers, printers, booksellers, librarians, educators, and other individuals and organizations concerned with books. The report also received wide publicity in Korean newspapers.

The first-priority recommendation of the members of the Korean survey team called for the formation of an interministerial working committee to develop the outlines of a Korean National Book Plan. In a March, 1967, position paper, "Executive Plan for Book Development--Re Report by AID Publications Activities Survey Group," the Ministry of Education outlined the nature, duties, and functions of a Book Development Council to coordinate public and private activities. By mid-1967 the Ministry, working closely with the Korean Publishers Association, had begun work on a comprehensive five-year library development plan, which included the establishment of the strong public library system recommended in the reports. Other areas for action were also being studied.

By mid-1968 legislation had been introduced in the Korean Parliament to establish a National Book Development Council and to authorize a Book Bank for low-cost loans to publishers. In April, 1968, the Korean Publishers Association, following another recommendation of the report convened a conference on international book development (see Section H of this chapter) attended by a wide spectrum of representatives from government, education, libraries, and the book industry. Various elements of Korea's private publishing and printing sectors have followed through on other suggestions contained in the report.

Vietnam. As a result of the ideas developed in the South Vietnam survey report, USAID/Vietnam inaugurated a wide-ranging book and library development program that has had considerable impact.

Short-term Appraisals and Analyses

The country surveys developed numerous recommendations for specific actions to meet problems and needs uncovered in the broad-gauged studies. Representative concepts for follow-up studies are outlined briefly below for the information of USAIDs and other donor agencies which might consider the support of short-term book and library-related appraisals and analyses. Although individual countries are mentioned, the project ideas are adaptable to many other developing nations.

Upgrading of local book industry capability. As a first priority step after the 1967 Indonesian developmental book study, the survey team recommended an in-depth, professional appraisal of that country's private book publishing, manufacturing, and distribution sectors, and of the State enterprises active in book production. The aim of the appraisal was to strengthen and upgrade the managerial competence and productivity of all branches of Indonesia's book industry. The project called for the analysis to be made by a U. S. management engineering firm which would send a five-man appraisal team made up of specialists in industrial development, publications management, educational publishing, book production, and book distribution. The appraisal team would during its two-month stay establish a specific plan of action to improve management, lower book costs, increase productivity, and eliminate or minimize problems in equipment, materials, and manpower. Its functions would include giving advice to individual firms and to the government, holding workshops and seminars on industry and business practices, and identifying personnel for additional training.

Appraisal of key libraries. This appraisal also planned for Indonesia, called for a one-and-a-half-month visit by a team of seven specialists in library science and education, collection building, administration, organization, and management to determine the priority library resource and personnel needs of 50 major Indonesian libraries. The libraries, to be designated jointly by USAID and the Ministry of Education, were to be those serving higher educational institutions, scientific research and technical institutes, key government agencies, states, and schools. The appraisal of each institution would include a survey of existing book resources, needs for training of personnel, and desirable changes in physical layout. It would (1) idenify those libraries best able to take advantage of book-related assistance and pinpoint a limited number for follow-up collection enrichment support; (2) frame a program for in-country training seminars in librarianship; and (3) outline an effective training program abroad for selected personnel.

Book distribution specialists. In some developing countries schoolbook distribution and promotion practices are archaic; in some the distribution and promotion practices for books other than schoolbooks are ineffective; and in still others all forms of book distribution and promotion are wasteful and overly expensive. For Vietnam the AID-sponsored survey team recommended that a thorough analysis of non-schoolbook distribution and promotion be made by an experienced U. S. book specialist, who would recommend steps leading to more efficient practices and the strengthening of book industry promotion. He was to present his findings at workshop sessions.

Other recommendations of the country book survey teams, designated to build a wide range of local book industry capability, are noted in succeeding sections of this chapter.

B. PRINTING ASSISTANCE

There are various steps that host countries can take, and various forms of aid that donor agencies can provide, to strengthen or develop local capability in printing. Listed below are examples of concepts developed in the AID book surveys discussed above. They pinpoint areas of danger as well as need. The examples are chosen from the country reports indicated.

Equipment

Efficient, modern machinery is required to reduce the cost of locally produced books in many developing countries. Funds should be provided for new press equipment and parts, as well as for accessories and chemicals for photography and offset platemaking. The future viability and expansion of the book printing industry in the more advanced developing countries can often best be assured through a gradual conversion from letterpress to offset printing. Typeset capacity can be built by means of electric typewriters. Foreign donor entities should supply at least some of the needed equipment and supplies. (Indonesia.)

In many countries sufficient printing materials appear to be available to meet the growing needs of the education community. However, if sizeable new textbook programs are begun and the volume of required printing rises sharply, machine binding may become a necessity, and replacement parts will have to be procured. (Pakistan, Tanzania, Turkey.)

There has been a marked tendency over the past 15 years for AID and other donor agencies to set up small printing presses in or related to ministries of education, especially in Latin America, to begin the hasty reproduction of needed teaching materials, usually elementary readers. Such attempts generally ignore the publishing strengths in the respective countries, and the existence of established printing shops. Not only has this discouraged new talent in the textbook publishing field, but little has been left of the efforts after foreign support has been withdrawn. (Peru.)

Personnel

In many countries it is the lack of trained printing technicians rather than the lack of printing equipment that is the major problem. The following are examples of personnel needs:

> Indonesia. The Graphic Arts Academy should be strengthened by providing new equipment, printing manuals, and trade journals, and by recruiting additional instructors. Foreign agencies should consider sending printers abroad for training in modern, well-equipped printing plants and printing colleges, so they can return to become teachers in vocational printing and graphics schools at home.
>
> Pakistan. Printing should be taught in vocational schools, and there is need for fellowships to permit advanced technical training abroad.
>
> Peru. The National School for Graphic Arts should be supported and encouraged to add to its program consideration of special problems inherent in book manufacture as opposed to printing production in general.
>
> Tanzania. To develop an indigenous graphic arts industry with real book production capability, qualified individuals should be trained in the theory and practice of printing design and book illustration.
>
> Thailand. The Printing School at the Technical Institute should be strengthened through an increased operating budget, additional printing equipment, and reorganization of the curriculum to provide more practical instruction.
>
> Turkey. The Printing Trades Institute should be reorganized and its teachers given additional training. The printing industry should sponsor foreman and management training, and there is need for an apprenticeship law for printing technicians.

Administration

In many countries it should be possible to create a national printing office to integrate and coordinate all government printing efforts. Increased efficiency, improved scheduling, and lower production costs can be achieved through administration by a single agency. Modern management and operating plans should be put into effect in all plants following thorough review of the human, physical, and financial resources and needs.

Franklin Book Programs has provided printing assistance in a number of areas. For example, Franklin has accepted responsibility from the Afghan Ministry of Education for organizing its printing plant, training personnel, and preparing the way for an expanded textbook production program. In a distinctive feature of the undertaking basic technical assistance was provided not by Americans, but by Iranians who had previously trained under Franklin auspices and who shared a common language with the Afghans. About 20 Iranians were in Kabul for six to eight months on the mission, and at the same time an equal number of Afghans studied in Teheran. In another technical assistance project, Franklin contracted with a U. S. printer to provide advice and counsel to the Regional Textbook Production Center in Rwanda, originally founded and provided with equipment and technical assistance by UNESCO in 1962.*

C. EMERGENCY PROVISION OF MATERIALS AND PARTS

An example of emergency assistance was that made necessary by Indonesia's rapidly deteriorating economic position during the early and middle 1960s. Sharply escalating inflation and the disappearance of foreign exchange holdings brought much of that country's formerly active book industry to a near halt. The immediate crisis was a sharp decrease in the available supply of good-quality newsprint imported to produce Indonesia's textbooks. In the face of the emergency the Government of Sweden (see Chapter IX, Section C) provided 5,000 tons of paper to Indonesia through UNESCO for the production of elementary school reading and mathematics textbooks. In a follow-up step UNICEF in early 1968 sponsored a similar emergency shipment of 4,000 tons of paper for the production of additional textbooks.

By the time of the 1967 AID-sponsored book survey (see Section A above) Indonesia's printing facilities were subject to serious deterioration. Its aging equipment, mostly of the letterpress type, was operating at low efficiency, and no new equipment had been imported in a decade. Much was inoperative for lack of urgently needed repair parts--none were available even in the handful of large government and private plants. Composition equipment also was in poor repair and deteriorating rapidly. To prevent all line-casting equipment from ceasing operation within five years, the survey team concluded that matrices, parts, and replacement machines were needed on an emergency basis. So were parts for presses and other equipment. The team suggested that the Government of Indonesia ask foreign agencies to help meet these needs and that it consider granting special low-interest loans for the purchase by printers of urgently needed spare parts. Help was given, but an initial customs duty problem (see Section J below), followed by programming time factors, delayed action on some of the required materials and equipment.

D. ASSISTANCE IN THE FORMATION OF JOINT VENTURES

AID has for many years maintained a series of incentive programs to assist U. S. firms interested in investment in developing countries, preferably in joint enterprises. The programs are designed to encourage the participation of U. S. capital and "know-how" in furthering economic development and increasing productive capacity in the developing nations. The programs are administered by the Private Investment Center, Office of Private Resources, AID/W, from which further information can be obtained. Chief aspects of the investment incentive program are:

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*UNESCO has provided assistance in the field of printing in many instances. See Chapter IV, Section D, for further examples.

Investment surveys. The purpose of investment surveys is investigation of private investment and marketing opportunities overseas. The surveys may be made on behalf of any appropriate U. S.-owned business or wholly-owned foreign subsidiary in developing countries, except those in extractive industries. If the potential investor decides to invest, he bears all survey costs. However, if the investment is not made, AID pays 50% of the cost and the survey becomes the property of the U. S. Government.

Political risk insurance. This program provides protection to investors in developing countries against (a) inconvertibility of local currencies, (b) expropriation, and (c) war, revolution, or insurrection. All U. S.-owned firms and wholly-owned foreign subsidies of U. S. firms are eligible for such protection in countries that have signed agreements to institute the guaranty program. Per annum cost is 0.25% for inconvertibility coverage, and 0.5% for expropriation, or for war, revolution, or insurrection coverage. Combined expropriation and war risk coverage is 0.875%.

Extended risk guarantee--loans. These are in effect fully guaranteed private long-term loans for private development projects in emerging countries. Usually proceeds of the loan must be spent in the United States. U. S.-owned firms and wholly-owned foreign subsidiaries are eligible for protection up to 75% of the value of a loan from a parent company or financial institution in countries which have signed the agreements. Cost per annum is not in excess of 1.75% of the outstanding principal amount of the loan investment. The fee includes political risk coverage. Interest rates are established through borrower-lender negotiation and AID approval.

Extended risk guaranties--equity. Private equity contributions are guaranteed against commercial risks in private development projects. Again proceeds of the loan must be spent in the United States. U.S.-owned firms and wholly-owned foreign subsidiaries are eligible for the protection up to 50% of equity investment in countries which have signed the agreements. Per annum cost is 1.75% of equity covered. Political risk insurance is available on the remaining 50% not covered by extended risk insurance.

Local currency loans. Loans for private projects of U. S. firms in foreign countries can be made and repaid in local currency for projects not in competition with U. S. products. The loans are limited to a dozen or so countries where such local currencies are available to AID. Interest rates generally are comparable to rates charged by development banks in project countries.

Dollar development loans. Loans in dollars can be made for certain important economic development projects. These long-term loans are available to U. S. firms and to governments and private enterprise in developing countries when other sources of financing are not available on reasonable terms. Loans are made and are payable in U. S. dollars. Interest rates generally are comparable to rates charged by development banks in project countries.

According to an AID report, "Cumulative Report of All Specific Risk Investment Guaranties Issued through June 30, 1968," at least 12 U. S. pulp and paper plants and paper converting operations abroad have been insured against political risks; and so have two printing plants. Two U. S. publishers also took advantage of the political risk insurance through FY 1968. Webster Publishing Company, an affiliate of McGraw-Hill Book Company, insured a modest investment in Iran against convertibility and expropriation; and has encountered some difficulty. Addison-Wesley Publishing Company insured against inconvertibility in its textbook printing and binding operation in the Philippines.

In point of fact, there has been relatively little joint-enterprise investment by U. S. publishers in the developing world, even though numbers of foreign publishers seek U. S. partners in the interest of copyrights and translation rights, and the desire for capital investment of hard currency or equipment. On a strictly business basis it is often difficult for the U. S. publisher to make available the finances and people necessary for a long-term investment in a partnership in a developing country, where the available market is often minute by U. S. standards.

E. ACQUISITION OF PUBLISHING RIGHTS

One of the relatively inexpensive yet fundamental ways in which AID has provided needed assistance in the development of indigenous publishing in developing countries has been through action to facilitate and subsidize the acquisition of U. S. rights, usually translation rights, for local printings. The AID Rights-Acquisition Program, one of the earliest of the Central Book services, was first funded in FY 1963. It covered payment to the U. S. copyright holders of a modest pre-set rights cost in dollars for USAID-endorsed local printings of development-related books.

Since rights acquisition has sometimes meant a relatively large dollar outlay for small and medium-sized local publishers, the program was especially helpful for the initial edition, given the normal developing-country publisher condition of undercapitalization and heavy, slow-liquidating capital investments in unsold books. Implementation for the Rights-Acquisition Program was undertaken through a Task Order to Franklin Book Programs, under an AID term contract. By engaging Franklin, the Agency embodied a then-current Franklin preferential copyright-acquisition schedule in its own program.

Benefits of the program have been: (1) facilitating the establishment of needed host-country local book industry capacility; (2) partially subsidizing local editions of U. S. books, either in indigenous languages or in English, to assure a low retail cost; (3) stimulating the extension of good international publishing practices, such as paying for rights to books published locally in the AID-assisted nations; (4) increasing the knowledge and use of U. S. text and technical books; and (5) increasing the direct publisher-to-publisher contacts between the United States and host country that are important to future broadened use of U. S. works in authorized editions.

Through FY 1967, when the Task Order terminated, a total of about 200 titles had been supported under the AID Rights-Acquisition Program. During a four-year period the program had assisted indigenous publishers in Colombia, Taiwan, and Turkey which were the major users, and also in Afghanistan, Brazil, Indonesia, Korea, Nigeria, Pakistan, and Vietnam.

The subsidization of book publishing through facilitation of copyright acquisition, and procurement of such rights at preferential prices, is a feature of assistance on the part of several donor agencies.

F. PAPER FOR BOOKS

In the developing nations paper is usually the most expensive element in the production cost of books. This is the case because in almost every instance book paper, including the newsprint stock that is used for most publications produced in those countries, must be imported from abroad at world market prices. Often prices above the world market must be paid because of the small, uneconomic quantities purchased by individual publishers. In most of the developing countries paper therefore represents from 50% to 67% of book manufacturing costs. It is thus a key factor in the relatively high cost of books, and in weakening the local book industry.

Relatively few developing nations subsidize the cost of paper used in the production of textbooks and other development-related publications. An exception is Indonesia, which has subsidized the cost of imported schoolbook paper, enabling approved publishers to obtain necessary amounts of paper at about one-fourth of the usual cost. Allocation of paper has been controlled by the Indonesian Publishers Association and a semi-governmental paper importing company. Pakistan is an example of the more common situation in which paper represents 60% of book production costs, but is not subsidized. The AID-sponsored book survey team in Pakistan recommended that the government consider subsidizing purchases of paper intended for educational purposes, possibly under an allocation system.

In view of the effect of paper prices on book costs it is surprising that so many developing nations continue to levy import duties on needed schoolbook paper. The AID book surveys revealed that Indonesia, Korea, Pakistan, the Philippines, and Vietnam all imposed ad-valorem duties ranging up to 30% on schoolbook paper--ostensibly to protect their "infant industry." However, in reality the protected local industry could not provide the quantity and quality of paper needed, thus forcing publishers to continue imports in spite of duties. In the cases of the five countries cited, the survey teams recommended abolition of such tariffs from all paper destined for textbooks, usually concurrent with the inauguration of a system of authorization and control to prevent its diversion. Nigeria is an example of a country which removed a 20% import duty on paper, thereby correcting a situation in which imported books, which were duty-free under the Florence Agreement, enjoyed a substantial price advantage over books printed locally.

Various donor agencies have helped subsidize schoolbook programs by donating the paper component. UNESCO and UNICEF have channeled gifts of such paper to different countries (see Section C above). And USAIDs have done the same in several large-scale textbook production projects (see Chapter XII, Sections B through E for examples). Because of the foreign exchange problems that affect many developing countries, donations of imported book paper are included in a large number of foreign-donor projects.

Host-government action can be valuable in reducing the cost of locally produced paper. The AID book surveys in Korea, the Philippines, and Vietnam recommended that the host governments (1) make management and industrial engineering studies to determine how production and pricing methods can be improved; (2) undertake research and development programs to help local paper mills create better quality pulps and papers; and (3) see that the paper mills, which are usually government-owned, conduct market research to make their products more responsive to the needs of the local book industries. In the case of Turkey the survey team suggested that the advantages and inducements for foreign investment in projected new paper mills be liberalized and expanded, so that needed outside financing and technical assistance could be attracted in time to permit the scheduled rapid expansion of local paper production.

G. ORGANIZING OR STRENGTHENING LOCAL BOOK INDUSTRIES

Chapters III and IV, which deal with the international book activities of foreign donor agencies, detail different facets of the work of government and private entities to develop local capability in the book industries of developing nations. This section reviews representative recommendations of the 1964-1967 AID-sponsored book survey teams concerning steps that remain to be taken by local agencies or foreign donors to modernize book industry organization and increase efficiency. The countries mentioned in parenthesis identify the reports in which the ideas appeared.

Stimulating book preparation. The following measures would help in producing good manuscripts: (a) a children's book editor should be added to the staff of the Curriculum Development Centre; (b) a nucleus of qualified writers should be trained to adapt foreign science books selected by the Ministry of Education for supplemental reading in the elementary and secondary schools; (c) an education writers' workshop could be supported in the United States during college vacation periods to test the feasibility of local students adapting and/or translating desired educational materials; (d) authors should be supported in writing textbooks needed for newly completed syllabi; and (e) training courses, workshops, and institutes are needed to stimulate potential authors and improve their skills. (Kenya, Pakistan.)

Consolidation of printing facilities. The multitude of small, undercapitalized, poorly-equipped, local publishing firms require more effective and efficient organization. Host governments should encourage mergers among present firms, through tax advantages and other incentives, to create larger entities that can acquire sufficient managerial, editorial, and financial strength to produce books in the large quantities required for expanding school-book development programs. (Philippines, Thailand, Vietnam.)

Distribution and promotion. Foreign donor agencies might sponsor a thorough analysis of book publishers' distribution and promotion practices to determine steps for eliminating serious publisher-bookseller problems, and developing modern systems and techniques. Workshops are needed to help the industry implement the recommendations. Training courses and workshops are needed to teach booksellers modern management and marketing methods. (Korea, Pakistan, Turkey.)

Trade associations. There is need in developing countries for a strong, dynamic association of book publishers who collectively can strengthen the industry through the development of standard trade customs and reliable statistics, through the improvement of training for the trade, and through industry-wide dealings with others. (See Chapter XII, Section B, for discussion of building and strengthening book industry associations.)

Textbook depositories. The Publishers and Booksellers Association should explore the possibility of establishing textbook depositories to warehouse and distribute the books more effectively. (Indonesia, Pakistan.)

Standard list prices. The book industry and its association should consider the establishment of standard, published list prices for books so that they can be properly advertised and promoted. In most cases there is no list price, and many booksellers add exorbitant mark-ups. (Peru.)

Book trade journal. A book trade journal could be a great educational force for the industry. There currently is no magazine or journal from which booksellers, librarians, and others can learn about new locally produced or imported books. A book trade journal might run articles on bookshop and library management, publishing workshops, news from abroad, and new regulations that affect printers and publishers. It also could provide a needed communications and advertising medium and serve as a bibliography of available books. These publications would not be self-supporting at first, and proper development initially would require substantial outside technical and financial support. (Turkey.)

Government versus private publishers. In almost all countries surveyed the AID book survey teams noted signs of tension and lack of understanding between private schoolbook publishers and Ministries of Education, many of which also publish schoolbooks. Some in the private sector regarded the ministries as inefficient and unduly rigid in matters of substantive content and price structure. On the other hand, some educators represent the private publishers as being interested solely in profit, with no concern for the improvement of education or textbooks. A healthy schoolbook industry in developing countries requires that there be frequent and regularly scheduled conferences between representatives of the private book industry and the Ministry of Education for the mutual consideration of improvement and expansion of textbook publishing and printing to satisfy growing requirements.

National book center. A national book center or trust should also be established in most developing countries to promote the reading habit, to build professionalism in book-related fields, and to open communications between book users and the industry. UNESCO has created such organizations in Asia and can assist in this effort (see Chapter XIII, Section E).

H. SEMINARS, WORKSHOPS, AND TRAINING COURSES

Workshops, conferences, seminars, and training courses have been intrinsic parts of many of the AID regional and in-country book and library development projects and programs taken up in this manual. Examples are the Regional Technical Aids Center/Latin American program (see Chapter XI, Section A), the Central American Textbook Development Center program (Chapter XI, Section C), the National Textbook Program in Brazil (Chapter XII, Section A), the Vietnam/U. S. Instructional Materials Project (Chapter XI, Section C), and the Lao/U. S. Elementary School Materials Production Project (Chapter XII, Section E). Similar activities have also been important components of other donor-agency activities, such as the UNESCO Regional Reading Materials Center program at Karachi, Pakistan, (Chapter XI, Section E). Projects have included the training of authors and librarians, workshops for book production technicians, seminars for book publishers, and training courses for teachers on textbook use. The in-country and regional seminars and conferences described below are examples of these activities.

Regional and In-country Seminars

AID's Central Book unit supported two seminar activities in FY 1968; both related to its private book initiatives project:

> Korea. Two specialists were sent to Seoul to present papers and participate in the proceedings of the April, 1968, Seminar on Books and National Development, sponsored by the Korean Publishers Association. As noted previously, the conference was a specific follow-up to the AID-financed book planning survey of Korea in 1966.
>
> Asia. In March, 1969, Franklin Book Programs administered two seminars sponsored by the Central Book unit to bring U. S. and Asian private publishers together for intensive, informal discussions of the book problems in developing nations. The New Delhi seminar was attended by publishers from South Asia and the Singapore seminar by those from Southeast Asia.

Organizing seminars and similar activities for book industry personnel has become an important part of the activity of Franklin Book Programs. For example, in 1967 it carried out several seminars overseas including:

> Argentina. In Buenos Aires Franklin conducted a training course for librarians to prepare them for work in children's hospitals.

Brazil. With a grant from the Kellogg Foundation (see Chapter IV, Section A) Franklin sponsored the first Brazilian seminar for booksellers and distributors.

Mexico. Also with Kellogg Foundation support, a similar seminar was held for publishers in Mexico.

Nigeria. Franklin, in collaboration with the Peace Corps, organized and carried out a Nigerian writers' workshop in Ibadan.

Attitude Changing Seminars

The 1964 AID-financed book planning survey of Turkey (see Chapter X, Section A) included a fundamental "attitude-changing" seminar concept that was adopted by the Central Book unit, with a multi-country modification, for a 1965 series of seminars in New York for developing country officials. The original concept developed by the Turkish survey team is presented below, and then the 1965 New York seminars are outlined. Both are variations on a single theme.

Proposal for Turkey. The report of the Turkish survey pointed out that most developing country government officials and book industry people have never had the opportunity to learn the significance of the role books can play in improving the educational process. The "attitude-changing seminar" concept has the fundamental aim of developing understanding and support for short-term steps to solve educational development problems. The following is a summary of the seminar proposal for Turkey:

> Purpose and participants. To demonstrate the important multi-purpose role of textbooks and reference and library books in U. S. education, the members of the survey team recommended that a seminar be held for Turkish government officials and educators at the policy-making level, representatives of the Turkish book industry, and their U. S. counterparts. Participants would be high level policy-makers, including representatives from the Ministry of Education, the State Planning Organization, the Ministry of Finance, the Turkish universities, and key private and public sector publishers. U. S. participation would include representatives from AID, USAID/Turkey, USIA, the U. S. Office of Education, private foundations, and publishers and trade associations. Joint sponsors would logically be AID, U. S. book trade associations, and private foundations.
>
> Content. The seminar, to be held in New York City and/or Washington, D. C., would be aimed at introducing the participants to new concepts of expanded educational book use--making them aware of the advantages of modernizing their traditional book-use system. The program would emphasize the role and growth of book use in the U. S. educational process, as well as problems which the United States has faced that are pertinent to Turkey. The agenda might consider the use of books in relation to such topics as (a) national unification, (b) educational innovation, (c) the knowledge explosion, (d) the culturally deprived, (e) individual differences, (f) series and growth, (g) sup-

porting material for learning, (h) programmed learning, and (i) learning by discovery. No effort would be made to interest Turkey in specific technical assistance, but rather to create an understanding in depth of the U. S. experience and ways in which it might be adapted to help meet Turkey's needs.

July, 1965, Seminar. Under Central Book unit sponsorship, Franklin Book Programs, in cooperation with the American Educational Publishers Institute and the Harvard Graduate School of Education, carried out a seminar on the development and use of educational materials in the process of nation building.

Participants. Nine Ministry of Education officials with curriculum and textbook responsibilities from seven developing countries participated with leading American educators, educational publishers, and public interest spokesmen in a series of informal discussions, lectures, and field trips relevant to the theme of the seminar. International travel of the participants was covered by USAIDs or the host governments, and U. S. expenses by the AID Central Book unit. Each participant was given a book allowance of $100.

Content. The group began its work in Washington, D. C., with visits to the Office of Education, the National Education Association, AID, and the National Science Foundation. They then proceeded to New York City for two weeks of discussions covering a broad spectrum of significant topics relating to curriculum and educational materials, as determined by the visiting ministry officials. Afterward, they spent a week in Cambridge, Massachusetts, where they concentrated on problems of curriculum development and application and research in training, with field trips to pilot-project schools. Following the three weeks of seminar, a two-week program of visits to agencies, universities, and publishing houses was arranged for each participant in terms of his special interests and responsibilities.

November, 1965, Seminar. This was a somewhat similar but shorter seminar on educational materials and national development for five French-speaking African education officials. It took place in New York, again under Central Book unit sponsorship and Franklin administration. An observer representing the French book publishers association participated in the seminar and supervised a week's visit in Paris for the group following the U. S. visit.

Participant Training Grants

Training grants to individuals in the book industry or to officials of key book user agencies have been important parts of USAID programs. Such grants have been made to book publishers, printers, ministry of education officials in charge of book development, writers, and librarians. Representative aspects of this USAID activity are touched upon in several parts of this manual. Other nations--including France, the Netherlands, United Kingdom, and West Germany--also have sponsored the training of book industry personnel and book users from developing countries. In addition international organizations, individual governments (including the United States), and private foundations have provided participant training grants for study at third-country institutions. Such grants are too numerous, too varied, and too well-known to cite here. Instead, this section concentrates mainly on AID/W financed group seminars that have brought developing country personnel to the United States for training.

Workshops for Book Industry Personnel

As part of its series of demonstration programs and projects to further AID's policy of aiding local writing, printing, publishing, and distribution capabilities in developing countries, the Central Book unit sponsored a series of three publisher-bookseller workshops in the United States. Two were held for ten weeks each during the fall of 1964 and the spring of 1965 in New York City and Boston for groups of 35 and 26 participants respectively. The third was held in the spring of 1966 for six weeks in New York City and Washington, D. C., for nine participants. The first two workshops were funded by the Central Book unit and did not call for USAID financial contributions. The funding of the third was in part Central Book unit and in part USAID, on a participating basis. Franklin Book Programs conducted and administered all three workshops.

The publisher-bookseller workshops were a combination of (a) lecture-discussions presented by publishing and graphics arts specialists from the U. S. book industry, which cooperated closely in the activities; (b) field trips to publishing houses, distribution agencies, and printing plants; and (c) individually arranged conferences and visits to accommodate special interests and different levels of experience of the participants. Although changes were made in the curriculum for each workshop, five major areas were covered in all--manuscript procurement and editing, design and manufacture of books, book distribution, finance and management, and special book-industry problems in the developing countries. The following are evaluative comments on the workshops:

> The first workshop included too varied a group of participants. It was found impossible to accommodate in a single program heads of publishing houses, specialized technicians, printers, and booksellers--their interests and backgrounds were simply too diverse. There were also too many participants of one nationality--23 of the 35 were Indonesian, many with inadequate English. Other problems were the erratic nature of assistance from AID/W, and the fact that ten weeks was too long for both heads of publishing firms and the inexperienced employees to be away from their jobs.
>
> The second workshop, with only 26 participants was a considerable improvement over the first in many respects. The country representation was more evenly balanced, the mean level of sophistication of the participants was far above that of the first group, and most were better briefed. Homework in the form of extensive reading assignments and project papers kept the participants more intensely involved in the substance of the workshop. However, the broad spectrum of participant backgrounds and the length of the workshop still caused difficulties.

The third workshop was in many ways the best of the three, due both to improved selection of participants and to Franklin's accumulated experience. All participants were experienced in book publishing and bookselling and were professionally motivated. More hours per week were programmed and more reading was assigned.

AID's Central Book unit considered that the three publisher-bookseller workshops had served as successful demonstration projects and that Franklin Book Programs had developed an institutional framework capable of handling USAID requirements in the field. Accordingly the USAID Missions were notified that subsequent group and individual training in book-related fields was to revert to established participant training funding and scheduling procedure, with costs of training to be covered from country program allotments, while the Central Book unit was prepared to continue support to Franklin Book Programs to manage such programs.

Since that time there has been insufficient USAID commitment for continued AID/W support of a Franklin training staff. However, in the spring of 1968 Franklin Book Programs did handle a five-week book distribution seminar for a group of Brazilian publishers under a USAID project which was part of the overall National Textbook Program of Brazil (see Chapter XII, Section A). The Brazilian publishers participated in a series of lecture-discussions in the metropolitan New York area during the first three weeks, and then broke up for individual and small-group activities, including visits to other cities, for the final two weeks.

Book Publishing Training Course

The United Kingdom Department of Technical Cooperation for several years has financed a longer and more intensive training course in London for book publishing trainees from developing countries. The main purpose of the course is to give participants nine months of experience in various aspects of book production and distribution. The course had its origins in 1962 at the United Kingdom Commonwealth Conference where the need was first discussed. Main elements of the training course have included (a) books as teaching tools --analysis of content and methods of presentation; (b) visits to publishing houses, printers, and book distributors; (c) three-month staff traineeships with publishing firms; (d) comparative analyses and critiques of problems and draft projects; and (e) study of the economics of publishing. All candidates have been nominated by ministries of education of Commonwealth countries. Some have been teachers, some writers, and some publishers' agents. Upon completion of the program 12 to 15 participants per year receive certificates of satisfactory attendance.

I. GOVERNMENT ACTION AFFECTING THE BOOK INDUSTRY

As already noted in Chapter IV, Section D, UNESCO has been very concerned about promoting the free flow of books among countries and has recommended action by governments of developing countries as follows:

1. Adoption of the international agreement to grant duty-free importation of books and other printed matter.

2. Use of the UNESCO Coupon plan to overcome monetary exchange difficulties in purchasing books (see Chapter VI, Section F).

3. Adopting reduced postal rates on books and other educational materials.

4. Adopting the Universal Copyright Convention.

5. Preparing statistics on book and periodical production according to recommended international standards.

6. Providing appropriate legislation for the encouragement of book industry and library development.*

The AID-sponsored country book surveys referred to in Section A of this chapter frequently mentioned these problems and made recommendations regarding them. For example, in gathering reliable statistics on book and periodical production a problem is the definition of a book. UNESCO's definition is a bound, printed work of 49 pages or more. However, few of the countries surveyed used this standard--for example in Thailand the government criterion is 24-32 pages, in the Philippines 30 pages, in Indonesia 16 pages, and in Laos 8 pages. Another statistical problem is that some countries, Iran and Turkey for example, list book imports and exports by weight, rather than by number of copies--the latter is a much more meaningful measure.

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*See Chapter I, Section C, for a discussion of government policy and action inhibiting book use, and Chapter VIII, Section B, for consideration of desirable library legislation.

CHAPTER XI

REGIONAL BOOK DEVELOPMENT OR TRANSLATION CENTERS

Coordinated, regional book development activity can eliminate many of the duplications of effort and cost inherent in unrelated country-by-country effort. Some of the most successful attacks on the textbook and technical material gap have taken place in the context of regional efforts. This chapter reviews seven regional book development and/or translation centers, past, present, and proposed, to show their origins, targets, range and scope of activity, funding procedures, and where applicable, their problems and how they can be solved. The chapter discusses in detail:

A. AID's Regional Technical Aids Center for Latin America.

B. AID's Central American Textbook Development Center.

C. USAID/Brazil's Technical Aids Center.

D. AID's Regional Technical Aids Center for Africa.

E. UNESCO's South Asia Reading Materials Center in Karachi.

F. Plans for a book and library development center for Southeast Asia.

G. The proposed CENTO Book Development Center.

A. REGIONAL TECHNICAL AIDS CENTER/LATIN AMERICA*

The Latin American Regional Technical Aids Center (RTAC) was established in 1957 to produce educational aids in the Spanish language for the Point Four assistance program. Broader responsibilities for RTAC as a communication arm of the Alliance for Progress were spelled out in 1961. Today RTAC is the cornerstone of AID's Bureau for Latin America book and audio-visual efforts for the 17 countries of Spanish-speaking America. Its headquarters are in Mexico City, and it maintains a Southern Branch office in Buenos Aires. Policy and all major decisions of RTAC are made at its Mexico City headquarters. The Buenos Aires branch office does liaison work for RTAC among Argentine publishers, who produce about one-third of the RTAC books, handles a limited amount of translation work, and coordinates travel arrangements for RTAC specialists in the southern tier of South America. In general RTAC provides educational materials in direct support of USAID programs, and in indirect support of American Embassies, university contract groups, USIS, Peace Corps, participating government agencies, and other non-profit organizations.

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*Requests for further information concerning RTAC should be directed to RTAC, c/o Embassy of the United States, Mexico City, Mexico, or to RTAC's Southern Branch, c/o Embassy of the United States, Buenos Aires, Argentina.

Functions. The RTAC has five main functions:

a. Arranging for and carrying out the translation, production, and distribution of books, booklets, pamphlets, films, and other educational materials required by USAIDs in pursuit of Alliance for Progress goals. (In deciding what materials to translate and produce advice and assistance are asked from AID/W, USAIDs, and host country officials.)

b. Assisting USAIDs in the distribution and effective use of these materials.

c. Assisting the commercial publishing community of Latin America in developing its resources, so that needs for scientific and technical books can be met without outside assistance. The same applies to the private producers of films and other audio-visual aids.

d. Maintaining and operating a film loan library for use by the Latin American USAIDs and other organizations cooperating in the Alliance for Progress effort.

e. Carrying out special projects and assisting in the development of activities, procedures, and programs for the use of printed and audio-visual materials.

Country Administration. A staff member of each Latin American USAID is appointed RTAC Officer. His duties include placing orders for RTAC materials and maintaining records of materials ordered, received, and distributed; serving as liaison on RTAC matters within USAID and with other members of the Country Team and host country institutions and individuals; monitoring the distribution and use of RTAC materials; and forwarding to RTAC recommendations of the USAID mission regarding the translation of specific books, pamphlets, and films.

Funding. RTAC funds come directly from AID/W. They are then allocated by RTAC/Mexico to the Latin American USAIDs as drawing accounts on the basis of present and future needs and previous utilization. Most of the RTAC materials ordered by USAIDs are charged against these drawing accounts and do not involve country funds. USAIDs are only charged directly for special services and special orders. Specifically, RTAC/Mexico pays from Regional funds for (a) the first printing of "non-commercial" (how-to-do-it) publications; (b) initial purchases of new technical books and university textbooks in Spanish editions sponsored by RTAC; and (c) motion pictures and film strips, and air shipment thereof. USAIDs pay from country funds for reprints of non-commercial publications; commercially produced technical books, university texts, etc., no longer stocked by RTAC; and air shipments of materials other than films.

Activities. The Regional Technical Aids Center carries on a variety of activities of which these are the most important:

Publishing. The heart of RTAC operations is publishing. By mid-1968 more than 2,000 different titles had been published in the Spanish language by RTAC, and the number of volumes distributed had passed the 4,000,000 mark. None of these had been available in Spanish before their publication by RTAC. Most RTAC publications are proposed by officers in the various USAIDs to implement their programs. Their requests range from reprints in Spanish of highly technical, specialized books, to Spanish-language copies of U. S. Government pamphlets. Frequently they suggest that RTAC publish an original manuscript on a priority subject prepared by a USAID specialist or host country authority. These suggestions appear regularly in the RTAC Record, an internal semi-monthly newsletter, and advanced orders are invited.

Should enough USAID advance orders for a title be received by RTAC, the title is produced. Even if a suggested title is not widely requested, it still can be produced in Spanish by RTAC as a special service. RTAC also acts as the publisher of Spanish-language editions of U. S. Government pamphlets and other works in the public domain. Thus RTAC is able to provide, in Spanish, any book or pamphlet requested by a USAID. In addition, by acting as a collection point for the publishing requests of all Latin American USAIDs, RTAC can consolidate orders into large press-runs, thus assuring high professional quality at a low unit cost.

The preparation of these Spanish editions is performed on a contract basis by professionals, including translators, layout specialists, illustrators, photographers, and printers. Through this procedure RTAC avoids maintaining and operating its own production staff and printing plant, and is able to aid in the development of Latin America's printing and publishing industry.

Copyrighted publications, including textbooks, also are produced by RTAC, but in partnership with established Latin American publishing firms. These commercial projects are initiated on the basis of advance orders for a particular book title received from USAIDs. When sufficient requests have been collected, RTAC proposes publication of the title to private publishers, guaranteeing to purchase a certain number, usually 1,000, at a stipulated price. These RTAC contracts, awarded on a competitive bid basis, generally are eagerly sought by publishers, who want to increase their book lists and concurrently minimize their commercial risk through a guaranteed advance sale to RTAC. Such RTAC support is conceded by many to be a significant factor in the recent growth of the Mexican publishing industry. Book exports from Mexico to other Latin American countries doubled during the first decade of RTAC operations, and in 1968 books represented Mexico's largest export to member countries of the Latin American Free Trade Association.

Latin American publishers in partnership with RTAC have brought out over 600 new titles in Spanish, and their commercial sales, over and above RTAC's initial buying commitments, totaled more than 2,000,000 volumes by mid-1968. An example of how the process works is a textbook on human anatomy for first-year medical students. In 1966 USAIDs reported a widespread need for such a text--none had been published in Spanish since 1913. RTAC proposed that an established publisher translate and produce a comprehensive text on the subject. Without RTAC's normal subsidy, the risk would have been too great for local publishers, but with RTAC sponsorship the book was published in a first edition of 5,000 copies. Within months, a second printing of 20,000 copies had to be made. The needed textbook was made available to Latin American medical students and at the same time became a valuable addition to the publisher's list.

Reprinting of RTAC titles. Whether RTAC has acted as publisher of a non-commercial book or pamphlet in the public domain, or as a publisher's partner in producing a commercial title, the publication can be reprinted after the initial order has been exhausted. RTAC has contracted with a Mexico City publisher to reprint all non-commercial RTAC publications which are no longer in print. The firm has issued its own catalog of these reprint titles, including hundreds of RTAC publications which had not previously been available to the public. Commercial titles also continue to be available through RTAC's book-buying program.

Purchasing agent for books. USAIDs frequently require for their programs commercially printed books that are not available from RTAC stocks. To meet these special needs RTAC acts as the purchasing agent on receipt of official authorization. Such purchases are made directly from publishers or from leading bookstores in Mexico City and Buenos Aires. RTAC is authorized to buy books for USAIDs, for AID contractors, and for other Government agencies. Because it buys often and in quantity, book purchases are made at sizable discounts which are passed along to the USAIDs. RTAC prepares and distributes bibliographies to inform the USAIDs of the availability of Spanish-language books on specific subjects; and the RTAC library maintains a complete collection of publishers' catalogs.

Books for universities. Foremost among its specific objectives, RTAC provides Latin American universities with translations of new U. S. textbooks, with heavy emphasis on the basic sciences and engineering.* About 50% of the RTAC budget is devoted to this effort, through which some 120 university level textbooks are being distributed to textbook rental libraries (see Chapter VI, Section A) and through cooperative bookstores on campuses, in addition to regular, low-cost commercial sales. The shortage of up-to-date textbooks is a major deterrent to the development of higher education in the region, which is characterized by enrollment increases of about 6% per annum, textbooks priced beyond students' ability to pay, and professors who continue to use outdated lecture notes.

Audio-visual role. An increasingly important function of RTAC/Mexico is the production of technical films in the Spanish language. Through mid-1968 nearly 1,000 different films had been translated into Spanish from their original English by Mexican commercial studios under RTAC auspices. The film program is funded from AID/W on a regional basis. Fifteen prints of each translated film usually are produced--ten are distributed to USAIDs for their permanent collections, and five are filed in RTAC's film loan libraries at Mexico City and Buenos Aires, which are unique in Latin America.

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*This emphasis resulted in part from the 1966 study of the RTAC program which showed that a disproportionate amount of RTAC resources were being devoted to the reprinting for USAIDs of large quantities of "how-to-do-it" materials, to the neglect of RTAC's primary role as a producer of new materials.

AV-ETV Demonstration Center. RTAC has established an Audio-Visual (AV) and Educational Television (ETV) Demonstration and Information Center at RTAC headquarters in Mexico. Its purpose is to provide a central clearing house of information directed toward the growth of ETV in the region for USAIDs and Latin American educators. The Center has ETV closed circuit recording systems in operation. It plans to send mobile ETV and audio-visual demonstration units to selected countries.

Special catalogs and publications. RTAC has cooperated in the publication of several special book catalogs of immediate interest to Latin American educators. Among the publications is Textos Universitarios, published in cooperation with USIA and the Latin American publishing community, and listing the most recent university texts available from leading publishers in Mexico City and Buenos Aires. RTAC also provides assistance in the design, production, and printing of special catalogs and studies.

Newsletter. The RTAC Record, the Center's semi-monthly newsletter, reports to USAIDs on RTAC program developments, methods of using RTAC materials, information on educational book programs, and lists of publications and films proposed for production.

B. CENTRAL AMERICAN TEXTBOOK DEVELOPMENT CENTER

The Regional Textbook Program for Central America and Panama was begun in 1962 in response to the need for instructional materials in the elementary schools. The scarcity of such materials for children and teachers was one of the most serious of educational problems in the area--an estimated 80% or more of the public school children in Central America were without textbooks.

To put the Program in operation AID's Regional Office for Central America and Panama (ROCAP) and the Organization of Central American States (ODECA), representing Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Panama, concluded an agreement to develop and produce free textbooks for children in the six grades of public elementary schools. Under the agreement AID supports the Regional Textbook Program through the production and distribution of an original-grant cycle of books.

Administration and Purposes. The Regional Textbook Center is administered in San Salvador, El Salvador, as an integral part of the Education Section of ODECA's Educational and Cultural Affairs Department, under a Project Agreement betwwen ROCAP and ODECA. Its purposes are (a) to improve the educational opportunities of Central American children, (b) to contribute to solutions of broader educational problems, and (c) to promote regionalism. Closely tied to the work of the Textbook Center are efforts to unify curricula and teaching methods in all six countries. ROCAP finances the operation of the Center.

Textbook Production. Each book and teachers' guide is prepared by a team of authors representing all six countries. Manuscripts have been prepared for reading, language, science, social studies, and arithmetic textbooks. In 1968 about 30 Central American editors, technicians, and administrators at the Regional Textbook Center, aided by a U. S. consultant team, were assisting and directing the activities of a similar number of Central American authors delegated by their respective ministries of education. Thus a core of writers and publications staff was being developed within the Program--one that hopefully will form a nucleus of skilled personnel for an independent regional textbook publishing effort.

As manuscripts are completed bid procedures are used to select a printer* in each country to prepare the copies necessary for use in that country. The employment of local commercial printers is designed to improve the quality and efficiency of Central American printing and to reduce the prices charged for books. As a result of the Program most printers have improved their equipment and become more competitive, thus making prices more favorable. ROCAP finances the pilot editions, and the USAIDs pay for the initial run of books in each country. After the initial run the plates are turned over to the host government, which is responsible for any reprints. The reprinting is done by local commercial firms under contract, sometimes with additional USAID financial assistance.

Problems. The Program has encountered some problems. These have included (a) major gaps in individual country Ministry of Education budgeting, staffing, and long-range commitments to the Program; (b) inadequate orientation of teachers in the use of textbooks; and (c) failure of USAIDs to establish clear understandings with host governments concerning the responsibilities of each in carrying the Program forward. The latter problem has helped create a situation in which adequate publicity for the Program has been lacking, and as a result, parents, community leaders, and students have been less involved than they might have been.

Accomplishments. However, in the first four years of the Program's operation over 8,000,000 copies of 14 textbooks were published for approximately 1,300,000 children and their 58,000 teachers; and 190,000 copies of seven teachers' guides were printed. Approximately 11,500,000 textbooks are expected to be in circulation when the eight-year Central American Textbook Program ends in 1970. By that time all pupils and teachers in all subjects taught in the public schools of the region should be supplied with free textbooks.

Other accomplishments of the Project have included (a) the development of a curriculum model that serves as a content guide for the textbooks written by the Center; (b) the provision of production advice to USAIDs, ODECA, ministries of education, and printers in the region, as well as to other nations of the hemisphere, including Bolivia, Ecuador, Brazil, and Jamaica; and (c) orientation courses on the use of textbooks for teachers and officials of various Latin American countries.

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*There are no publishers as such in the Central American countries. The printers used in the Project sometimes double in the publishing business.

Future Plans. The Ministers of Education of Central America and Panama at the Second Extraordinary Reunion of the Cultural and Educational Affairs Council of ODECA in January, 1967, recognized the value of the Program and expressed the intention to carry it on after AID help terminates in 1970 by establishing a permanent Textbook Institute to become operative at that time. This change was anticipated in 1968 as part of the planning for the newly authorized Inter-American Regional Education Program. Functions of the new Institute will include textbook development, consultation, research, and other matters related to textbook procurement and use in the region.

C. BRAZILIAN TECHNICAL AIDS CENTER

In 1941 USAID/Brazil developed and initiated a technical book program to support the publication of USAID project-oriented technical and scientific literature in Portuguese language editions. The intent was twofold: (1) to help close the book gap in Brazil in the technical and scientific areas, and (2) to stimulate the Brazilian publishing industry, especially in the areas of secondary and university textbooks. By early 1967 over 200 titles had been published in Portuguese and more than 1,350,000 books had been made available to libraries, teachers, students, and institutions of that country. About 130 additional titles were in process at that time. The largest numbers of books included in the program were in the fields of business administration, education, labor and industrial relations, social sciences, home economics, and public administration.

Eventually it is planned to bring books now published under this program under the umbrella of the Brazilian National Textbook Program, an important effort described in detail in Chapter XII, Section A, of this manual.

D. REGIONAL TECHNICAL AIDS CENTER/AFRICA

The Regional Technical Aids Center for Africa is a regional service organization established by AID in 1962 to produce French language versions of U. S. technical documents, publications, and films for USAID use in Francophone Africa, and Arabic versions for North Africa and the Middle East. The French language materials also are distributed to South Vietnam and Laos to a limited extent. The African RTAC originally was established at Rabat, Morocco as a Bureau for Africa regional project. However, when it became evident that local production facilities and translation services could not meet the volume of requests, the operation was transferred to Paris where these specialized services were readily accessible.

Functions. AID's original aim in supporting RTAC/Africa was to help break the language barrier which often hinders the U. S. international development effort in non-English speaking nations. Its main function, translation of U. S. technical publications and films into two of the principal languages used in Africa, has facilitated communication of ideas and techniques to host government officials and to the public.

The RTAC performs the following services for USAIDs in over 20 countries in Francophone Africa, Southeast Asia, and the Middle East: (a) translating and publishing U. S. printed materials on technical subjects which can be used regionally; (b) translating French language documents for AID/W; (c) translating and dubbing U. S. educational films into French for regional distribution; (d) maintaining a French-language educational film library for loan to USAIDs; (e) translating and reproducing host country printed materials (survey reports, program documents, etc.) for use elsewhere; (f) procuring French language reference books, pamphlets, and reports for USAIDs, and maintaining exchange of publications with regional organizations such as OECD, FAO, ILO, UNESCO, and WHO; and (g) satisfying special printing and artwork requests from USAIDs in the region.

Operation. As a publisher, RTAC/Africa has relied mainly upon the dissemination of U. S. technical information in a form and language intelligible to the audience concerned. Since French publishers concentrate on books for the formal educational system, RTAC's efforts have been centered on non-school, introductory-level "do-it-yourself" pamphlets, particularly translations of U. S. Government technical publications in fields such as agriculture, nutrition, community development, and family planning. RTAC's most extensive series of books, "Techniques Americaines," are straight translations rather than adaptations. Although they are largely culture-free, they generally reflect conditions prevailing in the United States, and originally were addressed to U. S. readers whose backgrounds and environment are different from those found in Africa. During its first years, RTAC/Africa was neither equipped nor authorized to adapt materials for the countries it served. This changed in 1966, with the inauguration of a series of Basic Adult Education books created for Africa.

The RTAC/Africa has produced over 1,000,000 copies of some 200 publications, and has dubbed into French about 400 titles of U. S. and European films, to augment the 3,400 films available for loan to USAIDs from the OECD library in Paris. RTAC also has supplied the USAIDs with technical materials from Paris-based international organizations. RTAC's staff generally has included an American director plus a half dozen or so locally hired personnel. About 50 personal services contractors handle specific transactions according to subject matter and complexity of material.

Publications and films translated or dubbed by RTAC/Africa for general regional use are approved by AID/W. Suggestions for regional publications have originated from a wide variety of sources including USAIDs, Bureau for Africa technical staff, AID/Central Book unit officers, RTAC itself, and authors. USAIDs in the region receive information on materials judged pertinent to country problems by AID/W. If sufficient interest is expressed by USAIDs, RTAC produces and distributes the material. Special translations and reproductions can be requested directly by a USAID mission, on an "individual service" basis. In those instances, the total costs are charged to the Mission's allotment with RTAC. The costs of translations requested on a regional basis are shared by USAIDs, each being charged on a pro rata basis for the number of copies ordered.

Missions order materials according to country needs, and subsequently receive, stock, and distribute RTAC publications. Distribution has been a matter of USAID discretion and has included government and private agencies, ministries, schools, chambers of commerce, labor unions, associations of manufacturers, and others. All available channels in the host country are invited to cooperate in the distribution, including local ministries, USIS, the Peace Corps, and UN development agencies. However, distribution has been one of the program's greatest problems.

Evaluation. No official systematic evaluation of the utilization of RTAC/Africa has ever been made, although a circular from AID/W asking for USAID comment brought forth favorable reports. In AID/W in 1968, there was a general feeling that RTAC/Africa could become more effective through an Africanized approach. At that time, the Bureau for Africa was investigating the possibility of moving the Center from Paris to an African location, where it might be able to work directly with an African regional organization to produce materials better adapted to African development needs. Dollar costs were also expected to be reduced by the move. RTAC/Africa continued at a limited funding level during FY 1969, while AID/W continued to explore cosponsorship with an African regional organization.

E. UNESCO REGIONAL READING MATERIALS CENTRE/KARACHI

A UNESCO Reading Materials Project has been in operation for the South Asian region from Iran east to Thailand since 1956. At the outset the project concentrated on the production of reading materials for new literates, in recognition of the fact that illiteracy will not disappear without a constant supply of suitable follow-up literature. In time, however, the Project broadened to include research, study, and training in the preparation and production of reading materials; encouragement of authors and publishers; expansion of library and bibliographical services; development of professional associations related to book production; distribution and use of reading materials; and related concerns. In 1958 responsibility for the program was delegated to the Regional Reading Materials Centre which was set up at Karachi in agreement with the Government of Pakistan.

Activities. The Project is planned and operated in accordance with established UNESCO procedures. In spite of modest levels of funding, Project activities have been extensive and varied as the following list shows:

a. Regional seminars and/or workshops organized by UNESCO, which pays for experts' services and participant expenses.

b. Financial and technical assistance to national seminar/workshops for ministries of education, book industry associations, and organizations.

c. Book exhibitions, for which financial and technical assistance is provided.

d. Overseas fellowships to enable authors, publishers, booksellers, and printers to obtain further training abroad.

e. Provision of experts for surveys, seminar management, and training in book-related fields.

f. Prizes for winning authors in book contests.

g. Financial assistance to help publishers produce low-cost books on important subjects in simple style in the key languages of the region. (UNESCO pays the authors' and translators' fees, and purchases 500 copies of each title for free distribution to libraries and adult education centers.)

h. Contracts with competent specialists for research and study of problems related to reading interests, book distribution, etc.

i. Assistance in expansion of library and bibliographical services.

j. Establishment of National Book Centers (see Chapter XIII, Section E).

k. Publication of information bulletins for specialists, institutions, and libraries of South Asia.

F. A PROJECTED SOUTHEAST ASIAN BOOK DEVELOPMENT CENTER

The establishment of the Southeast Asian Ministers of Education Secretariat (SEAMES) in December, 1965, was an important step in enlisting the aid of countries of that region in exchanging educational ideas and methods of operation. Among the projects considered by SEAMES in 1966 and 1967 was creation of a Southeast Asian Book Development Center. Preliminary discussions on the subject among member nations indicated a lack of general agreement on the nature and scope of such a center. Consequently action on the proposal was first deferred and then abandoned.

AID's Central Book unit, however, felt that the idea had merit for the following reasons: (1) a regional book center could eliminate many of the time-consuming duplications and technical errors in book-related activity which have taken place in the area in the past; (2) it could serve as an energizing and coordinating point in the region to aid essentially bilateral book development and book use programs; and (3) it could marshal an appropriate combination of funding and technical assistance support from potential donor governments, private foundations, and multilateral organizations, which were already active in the region, but which had been going their own ways with little contact with others.

Therefore, in 1967 AID asked Wolf Management Services, a contractor which had conducted surveys of developmental book needs and activities in the area (see Chapter X, Section A) to explore the regional center concept. The resulting recommendations were:

1. Functions of a SEAMES book development center should be to (a) serve as a focal point for technical advisory services on educational book use, library development, and schoolbook industry development in the area; (b) serve as a coordinating body to increase the quantity, quality, and use of educational books through both regional and national programs; and (c) arrange for contractual and production services on regionally funded book projects.

2. Initial professional staff for the center should consist of five specialists, one of whom would also serve as director: a textbook editor-educator, a book production-printing specialist, a book publisher-distribution specialist, a library services planning specialist, and a conference and workshop specialist. They would spend substantial portions of time in various SEAMES countries advising on country program development, providing on-the-spot assistance, and helping establish regionwide programs and projects. Specific projects should be carried out largely by outside contractors.

3. Book programs and services of the SEAMES Southeast Asian Book Development Center could include: (a) a regional textbook development program, including a curriculum resources library; periodic conferences on curriculum, teaching methods, and educational materials; book industry conferences; training for producers of educational books; and dissemination of textbook information to educators and publishers of the region; (b) continuing counsel by staff specialists to ministries of education; (c) surveys and research studies; (d) Center-sponsored technical assistance to publishers and printers of schoolbooks; (e) assistance in writing of local manuscripts; (f) support for National Book Councils and instructional materials centers; and (g) participant training grants.

4. Library programs and services of the Center might concentrate on (a) library planning counsel, (b) support for a regional library association or council, (c) regional library research and experimentation, (d) consultant services, (e) surveys of library operation, (f) a demonstration library program, (g) development of bibliographic tools, (h) professional education for librarians, (i) a special center depository for scientific and technical materials and information, and (j) participant training grants.

G. A PROPOSED CENTO REGIONAL BOOK DEVELOPMENT CENTER

After completion of the surveys of developmental book activities and needs in Central Treaty Organization countries sponsored by the AID Central Book unit, the AID contractor, The State University of New York, was asked to prepare recommendations for a center that could coordinate and facilitate the book development activities among CENTO member countries. Its recommendations included:

1. Staff should include a Coordinator serving as chief administrator for book development and as liaison between CENTO's Economic Committee, the sponsoring entity, and the directors of the National Book Committees of the three member countries; and four Deputy Coordinators responsible respectively for publishing, libraries, material resources and printing, and importing and distribution. The Deputies would be responsible for Regional Center activities in their areas of specialization, and would work with counterparts in the CENTO nations in stimulating coordinated regional efforts and national programs of book development. Each CENTO country would select a local group responsible for coordinating Center activities within the country.

2. CENTO Regional Book Development Center activities might include the following for each of the four areas of specialization (publishing, libraries, material resources and printing, and importing and distribution): (a) sponsoring workshops, seminars, and technical assistance projects; (b) helping to organize regional trade and professional associations; (c) encouraging regional research centers; (d) developing book-related courses at institutions of higher education; (e) sponsoring regional in-service training programs; (f) sponsoring fellowships abroad for individuals and groups; (g) investigating ways of reducing book costs through technological improvement, better organization and management, and cooperative multi-country ventures; (h) developing pilot demonstration projects; (i) offering clearing house information services; and (j) exploring other ways to improve professional practices in the book industry and in libraries.

3. The Book Development Center project effort should begin with four planning conferences, one for each area of specialization. The working parties, consisting of specialists from the CENTO member countries, would receive orientation on the Center's structure and function; determine priority needs; formulate long-range plans for training, educational programs, a clearing house of information, trade and professional associations, and research; set specific plans and responsibilities for first steps; and establish lines of communication.

CHAPTER XII

TEXTBOOK PROGRAMS IN DEVELOPING COUNTRIES

Chapter I pointed out that the shortage of textbooks in most developing countries is one of their most serious book problems in general, and of their educational systems in particular. The problem varies in intensity from one country to another, and often even between regions and types of schools within a country. But the shortage at the elementary and secondary levels is so widespread that it is of national concern to most countries of the developing world. The lack of such textbooks is serious in itself, but the lack also handicaps classroom teaching, inhibits curriculum development, and limits the students' access to the ever-growing range of modern knowledge.

At the university level, the problem is somewhat special. Book accessibility for the student often is impeded by high prices, by limitations of university libraries and of bookstores, and by the scarcity of local language translations of important works from abroad.

USAID Missions have engaged in curriculum and textbook development activities in support of joint mission/host government educational projects and programs. By 1968 tangible results had been achieved from many of these activities. For example, Afghanistan and Chile were in the initial planning stages of potentially large-scale programs. Others, such as Bolivia, Ecuador, and Paraguay, were engaged in smaller but ongoing projects to produce quantities of elementary school textbooks.

This chapter reviews the origins, dimensions, characteristics, progress, problems, and in some cases lessons to be learned from six of the more significant of the recent AID-assisted textbook development programs, and a unique Korean program:

A. The National Textbook Program of Brazil.

B. The Philippines/U. S. Textbook Production Project.

C. The Vietnam/U. S. Instructional Materials Project.

D. The Thai/USOM Rural Education Textbook Program.

E. The Lao/U. S. Elementary School Materials Production Project.

F. The Entebbe Mathematics Curriculum Development Project in Africa.

G. The Korean Textbook Development Program, which differs from the others in that it is an almost wholly indigenous effort.

A. NATIONAL TEXTBOOK PROGRAM OF BRAZIL

Planning. In 1965 in an effort to solve the textbook gap and related problems, the Government of Brazil established the Executive Group for the Book Industry under the chairmanship of the Ministry of Education and charged it with responsibility for evaluating the problems and developing recommendations for the solution. During the following 18 months study groups of educators, authors, librarians, publishers, printers, booksellers, and distributors developed the framework of a three-year program to alleviate the situation.

The program plan outlined three prime requirements: (1) Government of Brazil support, backed by a commitment to budget sufficient funds to implement the program; (b) establishment of an effective administrative mechanism to coordinate the efforts of the Ministry of Education and the publishing industry in developing, producing, distributing, and using textbooks as tools for national development; and (c) a program designed to improve technical competence in publishing and in teacher education, the latter with special emphasis on use of textbooks in classroom teaching.

In both planning and operation of the program assistance has been given by various consultants, including a USAID textbook publishing adviser, and short-term U. S. book and library consultants who have conducted studies and seminars, and organized working groups. Plans also provide for the full-time services of a USAID-funded management consultant to assist in the organization of the teacher training program.

Purpose. The National Textbook Program has as its primary aim providing sufficient textbooks to provide copies for all students from elementary and secondary school pupils through university level. The elementary and secondary school pupils have the use of textbooks on a loan basis; the university students purchase theirs at low, subsidized prices.

Implementation. In October, 1966, by presidential decree the Commission for Textbooks and Technical Books (COLTED) was established under the Ministry of Education and Culture for the purpose of "stimulating, giving guidance, coordinating and implementing the activities of the Ministry...relevant to the production, publishing, upgrading and distribution of textbooks and technical books." COLTED, the supervising agency of the Brazilian National Textbook Program, has 12 commissioners who represent top officials of the Ministry of Education, related institutes, the National Book Institute, and the National Publishers Association. The USAID/Textbook Publishing Adviser is an ex-officio member of COLTED and works closely with its members and committees.

The program was launched on a nationwide basis in May, 1967, through a "Week of Studies" in which supervisors, teachers, authors, publishers, booksellers, librarians, educators, and government officials made recommendations concerning the selection, production, and distribution of books. A particularly intensive effort was made to involve the teachers in the field in actual title selection, so that they would feel a part of the program from the very beginning.

Operation. By the end of 1968, the first phase of the COLTED program had been completed. It consisted of the distribution of 23,500 developmental library kits, comprising a total of about 9,000,000 books. The kits were distributed to all elementary and secondary grade levels, with three-quarters going to the elementary schools. Each kit was packed in a box which, when opened, could be used as a small school library. The box contained textbooks, teacher-training books, and supplementary reading and reference books. The evaluations of the books by the classroom teachers were the basis for the guidelines for development of the second part of the program, the distribution of textbooks to individual students.

Unfortunately because of inflation the money provided in the original loan agreement between USAID and the Brazilian Government proved insufficient to carry out the original purpose of the second phase, which was to supply every pupil in every elementary and secondary school with a book for each subject. Instead, COLTED had to transform it into a pilot project phase in which the distribution of the free text books was limited to pupils in the state capital cities. The pilot project involved 5,000,000 textbooks and covered about 26% of the country's enrollment. The experience gained will be used in the program's final phase---continuation of textbook distribution until all pupils have them.

The Brazilian book publishing organizations work closely with COLTED to help insure equitable distribution of business to qualified and interested publishers. The publishers' associations also provide technical advice in setting up university bookstores for sale of textbooks, help to develop school libraries, and coordinate requests for the scheduling of technical consultants provided through USAID.

According to the project's plan of distribution, university level textbooks go directly from the publishers to universities and to individual faculties for sale through university branch bookstores at special low prices. Multiple copies also are sent to university libraries for students who cannot afford even low-cost textbooks. At the elementary and secondary school levels books are distributed through existing Ministry of Education channels, but COLTED contacts book distributors as needed. The Ministry of Education is establishing a Technical Processing Center where the books for loan to students are to be classified and cataloged before being sent to school libraries. The Center will also offer short courses for training elementary school teachers who are to be in charge of the school libraries.

Activities. Program activities have included: (a) development of experimental library kits for universities and elementary and secondary schools so teachers and professors can make selections for larger runs; (b) a contract for distribution of books was negotiated by COLTED with a leading Brazilian book distributor; (c) short-term consultants have conducted seminars and studies in the fields of preparation and editing of textbooks, book distribution, library development, and related areas; (d) planning is underway for widespread training of teachers in the effective use of textbooks in the classroom--this program is considered to be of special importance to insure that books are used, and (e) USAID is arranging participant training programs in the United States in book distribution, library science, and publishing organization and management.

Financing. Although the project is operated by Brazilians, it has received substantial financial and technical support from USAID. Much of the program cost was financed initially through Brazilian-owned counterpart funds derived from a 1966 USAID program loan. In January, 1967, a Project Agreement was signed among the Ministry of Education, the National Publishers Association, and USAID authorizing the release of 15,000,000 new cruzeiros from counterpart funds to fund the first phase of the National Textbook Program. Additional counterpart funds as well as Government of Brazil budget funds also are programmed.

Outcomes. The primary goal of providing textbooks has been achieved, but in addition by-products of this objective, which in themselves are important program goals, are expected to include: (a) strengthening the institutional capacity of the Brazilian national and state educational systems to the point where textbooks at all levels can continue to be provided indefinitely; (b) strengthening and expanding a self-supporting, economically sound, private book-publishing industry in Brazil; (c) encouraging the writing, illustration, and publication of Portuguese language educational materials; (d) improving the textbook distribution system; (e) substantially expanding the number of school and university libraries and bookstores, through which books generally can become increasingly available under the program; and (f) improving the ability of Brazilian teachers to make effective classroom use of the textbooks and other educational materials to be made available under the program.

Assuming the success of the program, Brazil will be among the first large developing nations to have made textbooks available to all students in all grades for all courses. The program is therefore important as a pilot project for other countries. The National Textbook Program is, however, far more than one to publish and distribute textbooks. It is a new pattern of education involving various interrelated elements: (a) a teacher education program in textbook utilization; (b) a textbook publishing improvement program; (c) a teacher's edition and teacher's manual development program for textbooks without such teaching aids; (d) a teacher-training program in developing guidelines and procedures for selecting textbooks; (e) a curriculum coordination and development program; (f) a library development program; (g) a manuscript development program for fields of study in which textbooks are not available; and (h) a distribution network that will make textbooks available to all students.

B. THE PHILIPPINES/U. S. TEXTBOOK PRODUCTION PROJECT

By the end of the 1950s, with rapidly rising school enrollments and minimal Philippine Government funds available for textbooks, there was only one tattered book for each seven pupils in the elementary and secondary schools. Studies by the Philippine Bureau of Public Schools and USAID/Philippines came to the conclusion that a massive project had to be created to provide the required books. The resulting project, the Philippines/U. S. Textbook Production Project, was a seven-year (1961-1968) joint effort of the Bureau of Public Schools, the Philippine National Economic Council, and USAID.

Objective. The goal of the project was production of 26,000,000 textbooks, about 80% of the basic need, to relieve the acute shortage and to provide textbooks for each child in the country's public elementary and secondary schools.

Financing. The textbooks were produced under a shared program in which USAID provided paper, book cover materials, and a book production adviser; and the Philippine Government provided for the preparation and selection of texts, contracted with private and public publishers and printers, and contracted for the distribution of the paper and books. The overall U. S. dollar contribution was set at $4,400,000. The Philippine contribution was set at the equivalent of $16,750,000, from funds provided primarily by the Bureau of Public Schools and the National Economic Council, supplemented by local currency generated from the sale of P. L. 480 agricultural products.

Textbook Production. Every public school textbook published in the Philippines during the program period was a product of the Textbook Production Project. The books were the output of three main sources: (a) the private Philippine publishing industry produced about two-thirds of the books, an average of 3,000,000 per year; (b) the USIA Regional Service Center at Manila published one-quarter of the total; and (c) the remainder, mostly the small vernacular readers for Grades 1 and 2, were published by the Philippine Department of Education's Bureau of Printing. Philippine law provides that all Government printing must be done by the Bureau of Printing, but because of the magnitude of the Textbook Project and the need to complete it in a given time, special permission was arranged to use private publishers. With the majority of production thus coming from the private publishing sector, USAID considered that one of the subtargets of the project, expansion of the local industry, had been substantially achieved.

About 40% of the 87 titles used in the project were new books, and the others reprints. In the relatively few instances when U. S. books were used, they had to be adapted and revised to meet Philippine conditions. The nine titles for the first two grades were published in each of the vernacular languages used in the Philippines; the remainder were in English.

The books were written by the Textbook Writing Section of the Bureau of Public Schools or by private authors and publishers. Bureau authors had received training from USAID textbook and instructional materials specialists, and selected Bureau writers had studied in the United States under the participant training program of USAID. Officials at the Bureau maintained that staff authors were better trained than those who wrote the privately published books. Bureau authors had formerly had a monopoly on the writing of reading and language books, but the practice was ended during the years of the Textbook Production Project, and since then they have competed against the private publishers in those fields. The textbooks for Grades 3 and higher were hard-cover, case-bound, cloth-backed, relatively expensive volumes, expected to last a minimum of five years. They usually were printed by photo-offset, and many used four-color illustrations. Before the project most locally-produced textbooks had been inexpensive paperbacks.

Distribution. Allocation of books to the public schools reportedly was computed on a pro-rata basis, depending upon the size of enrollment. Brokers took over the crates of books from the printers, and following schedules established by the Bureau of Public Schools shipped the volumes by truck, railway, or vessel to the provincial divisions, which then assumed responsibility for delivery to individual schools.

Results. The objective of producing 26,000,000 textbooks was achieved, and the project thereby had a major impact upon Philippine education and upon the local book industry. For the first time there was mass production of textbooks for public schools, which rarely had had books previously. New printing plants were established and existing ones modernized. New jobs were created in the Philippine book industry, and there was marked upgrading in the physical quality of locally-produced books.

But the project was not a cure-all. The original objective of 26,000,000 books fell far short of the rapidly expanding need; and replacements and revisions meant that perhaps 9,000,000 more books would have to be produced after the project's end. The Philippine Government, faced with severely limited funds, found itself in a rapidly worsening situation as the USAID supported project came to a conclusion. Its financial plight was compounded by the fact that the physically upgraded, costly elementary textbooks, accounting for three-quarters of those produced, were given free to the students instead of being sold or rented as had been the prior practice.

Thus at the close of the project the Philippine Government was faced with unhappy alternatives: (a) finding more money for textbooks, (b) producing them less expensively through physical downgrading, or (c) selling or renting the books. Some funds were diverted for the purpose, textbook rental and special school-tax plans were considered, and the Bureau of Public Schools decided to revert to paperbacks. But the situation continued deteriorating at the end of the project and the eventual goal of one book per student per course appears less and less likely.

C. REPUBLIC OF VIETNAM/U. S. INSTRUCTIONAL MATERIALS PROJECT

The textbook and audio-visual effort for Vietnam's elementary and secondary schools has been centered in a large-scale, joint USAID/Ministry of Education Instructional Materials Project. The program, begun in 1967, was greatly enlarged and accelerated into a comprehensive elementary level effort in 1964, and expanded to provide materials at the secondary level in 1966.

The situation and the objectives were similar in many respects to those of the Brazilian and Philippine programs reviewed in Sections A and B above. The unique feature of the Vietnamese Program is the key role accorded to the Instructional Materials Center, an element of the Vietnamese Ministry of Education especially designed for the creation, production, and demonstration of educational materials, and offering training in their effective use. Further details concerning the Instructional Materials Center are found in Chapter XIII, Section C.

When the Instructional Materials Project got under way, elementary school textbooks were not only scarce but were notable for their inaccuracy, pedagogic and scientific unreliability, and failure to develop curriculum content adequately. Thus the elementary level became a major target of the project.

Writing Committees. The effort began with a multi-faceted approach that involved hundreds of Vietnamese educators and the entire USAID Education Division. At the outset it became apparent that considerable work was required to establish a basic grade level vocabulary, and a study made to develop appropriate word lists for the various grades. Concurrently a writing committee was established for each textbook. Each was composed of Vietnamese author-educators, an illustrator, a USAID/Education textbook technician, a USAID/Education subject specialist, a USAID Vietnamese editor, an Educational Materials Center editor, and a USAID/University Contract subject or curriculum specialist. There was a problem in recruiting qualified personnel for the committees.

Use of the committee system of writing was new to Vietnam, where only individual authorship of textbooks had been known. The committee system had both disadvantages and advantages. The process was undeniably slower than if the books had been individually authored, and there was a feeling in some quarters that the work of the committees was geared to the pace of their slowest and least perceptive members. On the other hand, the diversity and wide scope of experience of the participating members resulted in books that were more comprehensive and better written than those Vietnam had known previously. And the committee system helped to develop many qualified textbook authors.

An early difficulty--the slowness of the Ministry of Education in reviewing and approving manuscripts--was solved by adding to each committee an inspector of the Directorate of Elementary Education, whose active participation in the work of the writing groups made possible on-the-spot approval of concepts and ideas in lieu of the informal review at the Ministry. Much additional time was lost in linguistic disagreement between Vietnamese from the northern and southern regions of the country.

The manuscripts prepared by the committees were checked for accuracy of content, illustrations, and cultural content, and the lessons were tried out in the Demonstration Schools of the Saigon Normal School and the Faculty of Pedagogy.

Production. The project textbooks are paperbacks with wire stapling and usually with a plasticized cover to make them longer-lasting. They are printed on USAID-supplied offset paper, are generally multicolored, and are expected to last three or four years. By the end of 1967 13,500,000 copies of 35 titles of graded elementary textbooks for students and 10 teachers' guides covering 10 subject-matter areas had been prepared and printed. The selection of secondary textbook titles was under way; four such titles had been revised and were in production, and eight others were being prepared for printing. In other facets of the program, five teachers' guides covering 150 educational radio programs had been prepared, 150 English-language textbook titles had been shipped to secondary schools and out-of-school teaching groups throughout Vietnam, and a wide variety of educational radio programs were being broadcast.

USAID financed most of the printing, 41% of which was done in the Philippines by the USIA Regional Service Center in Manila, 25% and 7% by private printers in Hong Kong and the Republic of Korea, respectively (after international competitive bidding), and 8% in Vietnam. The remaining 19%, 2,400,000 volumes in all, were printed without charge by Australia, Taiwan, and Canada.

Distribution. The books are available on a loan basis to students of the public, semi-public, and private schools. They are shipped to the Provincial Education Chiefs for distribution to the schools, and students return them at the end of the academic year. Distribution of the project textbooks has been a recurrent problem. At times hundreds of thousands of copies remained for long periods of time in the holds of ships awaiting discharge at the Port of Saigon. In a Vietnam at war, with the enemy in control of large sections of the country and often able to interdict roads, distribution of the books outside of the Saigon area frequently presented serious problems. The textbooks normally were distributed to the provincial capitals by air, and were brought to coastal towns by the navy. But getting them from the provincial capitals into the inland towns and the hamlets required ingenuity.

Problems in Textbook Use. Because of the urgent nature of the program, speed of textbook creation and production was a key factor in all considerations. First priority thus was given to the subjects considered most important--health, history, and arithmetic--and these were printed in the order of grade level. The resulting incompleteness of the sets provided a ready excuse for not using the books if the teachers were not convinced of the need of textbooks, or were fearful of using the American-sponsored products. Because of teacher reluctance to depart from their traditional old-style teaching notes, great effort was made to provide for teacher education in the use and advantages of textbooks as instructional tools. Related difficulties arose because the production of teachers' guides often lagged far behind that of student editions; and with the great scarcity of qualified teachers, the guides were more important than ever.

D. THAI/USOM RURAL EDUCATION TEXTBOOK AND TEACHING MATERIALS PROGRAM

The Rural Education Textbook Program was begun in 1963 to produce 2,500,000 elementary school textbooks for free distribution to rural schools in the 18 most underdeveloped and impoverished provinces of Thailand with the most critical need for textbooks. The textbooks consisted primarily of readers and arithmetic titles for Grades 1 through 4, and lesser numbers of Thai language and literature, mathematics, science, social studies, and English language textbooks for Grades 5 through 7. Teachers' editions for the readers and the arithmetic titles also were produced.

The Thai Ministry of Education developed and/or selected titles to be used; and the Royal Thai Government paid the author royalties and the printing and distribution costs for books. USOM/Thailand played a role similar to that of USAID/Philippines in the Textbook Production Project (see Section B above), provided the paper, cover stock, and other book-related commodities, and the services of a book production technician.

Toward the close of the program the Ministry of Education gave considerable attention to the question of the free textbook plan for elementary schools of the entire country. At that time books generally were purchased by students in Thai public schools outside of the 18 underdeveloped provinces. Ministry of Education officials were aware of the financial problems that the Philippine Government had encountered when large-scale AID support for the free textbook project in that country terminated, and they were concerned about Thailand's ability to finance the project alone. They were also aware that once textbooks have been distributed free of charge, it is sometimes politically impossible, and always politically embarrassing, subsequently to ask parents to pay even a nominal sum for books--an important fact that donor agencies should also note. The result of this consideration was a May, 1966, Cabinet announcement formally stating the Government's policy to provide free elementary school textbooks "within the limits imposed by available funds."

E. LAO/U. S. ELEMENTARY SCHOOL MATERIALS PRODUCTION PROJECT

A 1964 educational materials survey by USAID of the small Kingdom of Laos (population 2,300,000) revealed a general absence in that nation's elementary schools of textbooks in the Lao language, and of teachers' guides, libraries, and instructional materials in general. In the absence of textbooks teachers copied lessons on the blackboard from their often long-used notebooks, so that pupils could in turn copy the material into their notebooks. With insufficient blackboards and overcrowded classrooms the instructional process was as tedious as it was non-productive. As a result of the survey USAID, with the cooperation of the Lao Ministry of Education, developed a project to support elementary education. Secondary and vocational elements were added at a later date.

Objectives. Project objectives included: (a) providing 2,500,000 paperback copies of 75 textbooks, one for each public elementary school subject in Grades 1 through 6, all to be distributed free; (b) providing teachers' guides to accompany classroom textbooks; (c) providing each classroom with a modest amount of supplementary material, such as maps, charts, and pictures; (d) developing training programs for writers and materials development personnel; and (e) providing a resource and reference library for textbook writers at the Materials Production Center of the Ministry of Education.

Textbook Preparation. Former primary school inspectors were hired to translate and/or adapt the books from French, the language used by the educated elite. In view of the urgently felt need for speed, no preliminary scope and sequence work was done, nor were word-count studies undertaken. USAID education advisers wrote the teachers' guides.

Financing. USAID's contribution included salaries for most of the Materials Production Staff writing or translating the books and for U. S. advisers, as well as the cost of paper and printing.

Production. Because of the lack of facilities within Laos, the USIA Regional Center in Manila agreed to print most of the books, and camera-ready copy was transmitted there on a regular basis. Under an urgent and hurried program of book development and production, the first project textbooks began to reach the Lao elementary schools by the end of 1964. The paperback textbooks, offset printed on wood-free paper, had a life expectancy of three years. They were loaned to the pupils, who generally took good care of them and returned them at the end of the school term for subsequent reuse. To compensate for loss and damage, and also to take care of increasing enrollments, the student editions were overprinted by 25% or more.

Outcomes. The textbooks were taken home by pupils, who were given homework assignments. Presence of the books in homes had two striking side effects: (a) they had a positive effect on parental attitudes toward learning and reading; and (b) for the first time many parents were able to browse through colorful, easy-to-read books at home and learn such things as the importance of mosquito netting and soap from the hygiene book and something of their country from the history and geography textbooks. Also, the textbooks pointed up the almost total lack of reading materials outside of the school.

Problems of Project Termination. During FY 1968 USAID began to transfer its attention to the development of textbooks for Lao secondary and teacher-training students, and because of funding limitations began phasing out of the elementary level program at about the time that the first replacement textbooks were needed. The replacements had been scheduled to be printed in Laos, but the local book industry still lacked the necessary capability, and the Ministry of Education lacked the money to pay for reprinting them locally, even should such capability miraculously be developed. USAID priorities required both dollar and counterpart funds to be allocated elsewhere, and an impasse resulted as the elementary school textbooks wore out.

The Ministry of Education and USAID therefore began to consider various subsidized sale formats, under which parents eventually would pay a portion or all of the book costs. Discussion centered on the advisability of instituting a special school fee to include textbooks. A further point of discussion was whether the textbooks were pedagogically worth reprinting unless they were first revised. As noted above, the original titles had been hurriedly written or translated from the French by unskilled ex-educators and without much advance preparation.

F. ENTEBBE MATHEMATICS CURRICULUM DEVELOPMENT PROJECT IN AFRICA

The Entebbe Project has been supported by AID since 1962, and it is anticipated that continued support from central research funds will be required through FY 1971. Contractor for the Project is the Education Development Center, Inc. (formerly Educational Services, Inc.), whose African Mathematics Program serves as a central mechanism for using leading mathematicians and educators in the project. Countries participating in the project are Ethiopia, Ghana, Kenya, Liberia, Malawi, Sierra Leone, Tanzania, Uganda, and Zambia.

Objectives and rationale. The aim of the Entebbe project is to demonstrate the feasibility and provide the means for developing new curricula in modern mathematics appropriate to the English-speaking countries of tropical Africa. The effort is aimed at ultimately raising the standard of elementary and secondary school mathematics instruction by introducing the new problem-solving approaches which are radically changing mathematics teaching in many of the developed nations.

The teaching of mathematics at the elementary and secondary school levels in the ten participating countries occupies about one-fourth of total class time. Typically instruction has been based on rote memorization, with little opportunity to develop mathematical understanding or problem-solving skill. Justification for the project has been that (a) a sound grasp of mathematics for sizeable portions of the population is essential if the ten countries are to use technology for modernization; (b) the current traditional mathematics curriculum is deemed inadequate by all African nations; and (c) a new mathematics curriculum development program, involving Africans from the start, should produce superior instruction in the subject and also demonstrate an effective process whereby reforms in other subjects could be effected.

Textbook Writing. The writing of new textbooks and teachers' guides is the core activity of the Entebbe Project. This writing has been done at summer workshops, at each of which about 15 American mathematicians and educators have worked with about 30 of their African counterparts in formulating educational strategies and in preparing draft textbooks and guides. Although mathematics is much more culture-free than most school subjects, it is worthy of note that deliberate effort is made to relate the Entebbe texts to the children's environment.

At this early stage in the development of modern school mathematics, the textbooks have been designed to be source books for teachers. Conditions are so fluid that it has seemed unrealistic for the contractor to try to produce permanent textbooks on the first attempt. Thus the Entebbe Project has provided for comments and criticisms from teachers using the materials, and the textbooks are expected to be revised in the light of experience gained in teaching the materials. In the absence of the time pressures common to most textbook development projects covered in this chapter, there is much testing in the Entebbe Project. Typically each workshop produces the material required for one grade of elementary school and one grade of secondary school, as well as a volume for use in teacher training and a series of tests based on the new material. The material is then printed and tried out in schools in each of the participating African countries, and information is collected for future revisions.

The new materials are considered to be (a) of high quality both mathematically and pedagogically, (b) a useful prototype for use in a variety of African cultures, and (c) linked with the growth of indigenous competence in each country to test, modify, and use the new curricula. By the close of 1967 student editions and teachers' guides had been produced for Grades 1 through 6, for a full secondary level course leading to the Ordinary level School Leaving Examination.

Teacher Training. The Education Development Center trains groups of teachers in each country to conduct the classroom trials, primarily through two-week, in-service institutes. An additional type of training began in 1966, when teams of trainers of elementary mathematics teachers, mathematics supervisors in education ministries, and university mathematicians from each country were assembled in an "ABC institute" to begin two years of work together in supervising the experiment and planning its local implementation. This effort received Ford Foundation support.

Evaluation and Next Steps. In 1966 AID was asked to evaluate the Entebbe Project in the 10 countries. On the basis of this and subsequent reviews AID/W feels that the project is generally well conceived and that within its framework as a research, development, and demonstration project it is proceeding well. The primary area of uncertainty is that of developing mechanisms to assure effective use of its products. In 1967 and 1968, in addition to completing the basic writing tasks, greater emphasis was placed on planning for wide-scale adoption of the program, and on planning and carrying out evaluations to assist countries as they develop their implementations programs.

G. KOREAN TEXTBOOK PRODUCTION PROGRAM FOR ELEMENTARY AND SECONDARY SCHOOLS

Unlike earlier sections of this chapter, this final section on textbook programs takes up an indigenous activity, the Republic of Korea Textbook Production Program, which has developed the ability to produce tremendous numbers of books for its elementary and secondary school pupils with only modest and occasional help from foreign donor agencies. The successes and problems of the Korean program are pertinent to both other governments and donors interested in textbook development.

Kinds of Books. There are two kinds of elementary and secondary school textbooks in the Republic of Korea, "national" and "authorized" textbooks. National textbooks include all elementary school texts of which over 50,000,000 are produced annually, and a few secondary level texts in Korean language, civics, and certain vocational fields, of which about 2,500,000 are printed annually. National textbooks are developed by committees of the Textbook Compilation Bureau of the Korean Ministry of Education, which holds the copyrights. They are printed by the semi-governmental National Textbook Company, usually in its own printing plant. Authorized textbooks are designed for the middle and high schools and are produced at the rate of about 7,500,000 annually. They are written by individual authors for private publishers on the basis of uniform syllabi prescribed by the Ministry. The prices of both kinds of textbooks are set by the Ministry, and the books are sold to the pupils.

Elementary Textbooks

Use of the textbooks. There is no question that Korean pupils have and use textbooks. Elementary school students use 82 during their six-year course of study, almost 13 per year--in five of their courses they use two books a year, one for each semester. Two reasons are given by educational authorities for the single semester book: (a) it is pedagogically stimulating for students to receive a new book twice a year, and (b) most books are too fragile to last an entire school year. More than 46,000,000 elementary school textbooks were produced in 1965--an average of 9 1/2 new books for each of the 4,900,000 enrolled children that year. That books-per-student figure is typical of similar averages for recent years, for in Korea elementary textbooks usually are used only for a single year and then discarded. Except for the fact that approximately 20% of the textbooks are used for a second year by indigent students, the average would be 12 per student per year. About the same percentage of secondary textbooks are reused.

Quality and life of the textbooks. National elementary school textbooks are physically of poor quality. An atlas and a few books that are used for the entire school year are printed on offset paper, but others are printed on newsprint and have flimsy bindings and covers. They are, however, extensively illustrated. Some have only black and white illustrations, but many are illustrated in four colors.

Korea and Pakistan are the only countries that have an official one-year pattern of textbook use. In most countries paperbook elementary textbooks last for two or three years. In view of that fact, the reuse of 20% of Korean elementary textbooks for a second time, and the overload placed on printing and distribution facilities by the annual textbook "rushes," the AID/W-sponsored developmental book survey team visiting Korea in 1966 recommended that (a) textbooks be upgraded by printing them on offset paper and plasticizing the covers, and (b) the resulting texts be used on a rental basis for a minimum of two years. Korea was producing just such upgraded textbooks at that very time for the Vietnamese/U. S. Instruction Materials Project, where under tropical conditions they were expected to have a three-year use. While the cost per textbook would rise about 50%, chiefly because of higher paper costs, the two-year cycle would actually decrease student costs by 20%.

Book prices. The books are sold at low subsidized prices. In 1965 they averaged about $0.05 per copy. For each of the first three years of elementary school a complete set of textbooks cost an average of $0.63, while sets for each of the final three years averaged about $1.00. Textbook costs in Korea are low compared with other educational expenses paid by students' families, such as reference books, tutoring, and private reading rooms.

Production and distribution system. Before the start of each school semester, textbook orders from the schools are received and consolidated by bookstores which supply the schools. The suppliers in turn submit the orders to the branch offices of the National Textbook Company which make further consolidations as they pass the orders to the main office. At the beginning of each semester the books are shipped to suppliers, who receive 10% of the sale price for handling distribution to the schools. The schools collect the textbook money from the students when school opens and/or when the books arrive.

Elementary school usage of textbooks has increased about 10% year after year. In order to produce and supply textbooks on time the National Textbook Company has found it necessary to rely on private printers--in 1966 it ordered 40% of its offset printing needs from the private sector. The National Textbook Company in 1965 printed 38,000,000 volumes, double its 1960 total and more than four times its 1954 total. During the fourteen years of its operation it has produced more than 330,000,000 textbooks.

Teachers' guides. The Ministry of Education provides large, comprehensive teachers' guides for each semester of each grade. The guides are written by the Textbook Compilation Bureau subject editors, and include hour-by-hour outlines of the individual subjects. Teachers' guides are produced by the private publishers at the same time the students' editions are, and the cost of the guides is included in the production cost of the textbooks, increasing the total by a modest 1 1/2% to 2%. When the students' editions are shipped to the schools, the teachers' guides are distributed free to the schools at the rate of one for each 50 to 60 students' editions purchased. In Korea teachers actually use the guides.

Revisions. New elementary school textbooks are developed after changes are made in the grade subject curriculum, a grade-by-grade process. A meeting of the Compilation Committee is first called by the subject editor in the Textbook Compilation Bureau to determine the approach to be used. The subject editor is responsible for selecting the textbook authors, usually from among past authors, university professors, and members of the Bureau itself. Although remuneration is nominal for outsiders, and non-existent for Bureau members, and authors are not identified in the final product, the general level of the textbooks is considered to be good. The writing and editing take about six months.

Secondary Textbooks

Any textbook of any publisher that has been authorized for secondary school use by the Ministry of Education may be sold to schools. Private publishers in Korea have organized a series of cooperative corporations that handle both production and distribution of the authorized textbooks. Under the cooperative system the individual publisher's responsibility is confined generally to the period beginning with the conception and development of the book, and ending the moment the work is authorized by the Ministry. Then the cooperative takes over. In addition to "controlling" competition and reducing expenses through group distribution and promotion, the cooperatives have the key function of insuring that the textbooks are ordered and produced on time. The production schedule for secondary school texts is as short as it is critical, a matter of a few months at most. To take care of an initical distribution of sample textbooks to teachers and to textbook exhibitions in the larger cities, 2,000 copies are printed at the expense of the individual publishers, who are not themselves printers.

Although the academic year begins in March, only ten days after the close of the previous academic year, the Korean Ministry of Education tends to shift teachers from one assignment to another during the between-semesters summer holiday. It is therefore not until after the return to school in September that the secondary level publishers cooperatives can safely send sample textbooks to teachers or hold textbook exhibitions, with the expectation that those teachers who send in the orders will be in the same schools when the books are delivered. Book orders are sent directly to the cooperatives, and the cooperatives--not the publishers--subcontract the printing and binding and assure on-time delivery. This is critical because all the secondary school textbooks must be produced between the arrival of the orders in early October and a mid-February date when the books must be delivered for the March academic year opening. Thus all the printers in Korea are busy concurrently for that time period.

Cooperatives stock up on paper for the concentrated end-of-the year printing season and provide printers with the needed amounts. Money for the book paper is borrowed from a government bank; the individual publishers pay the cooperatives for the paper used in their books; and the cooperatives then repay the loans which have been incurred. Books are distributed by about 230 distributors who have exclusive areas. Individual bookstores contract with the cooperatives at a 15% discount. The book distributors, who collect the money from the schools, also pay the cooperatives, which serve as collection agents, and in addition pay the authors' royalties, sometimes directly and sometimes through the publishers. Profits of the cooperatives generally are distributed according to the amounts of stock owned by member publishers. The stock in turn is proportional to the individual publisher's previous sales compared to the total.

H. GENERAL PRINCIPLES LEARNED FROM EXPERIENCE WITH TEXTBOOK PROGRAMS

The following are operating principles that can be generalized from the examples given in this chapter:

1. Textbook programs in developing countries should serve to improve teaching and learning, and concurrently to develop indigenous writing, illustrating, publishing, printing, and distributing capabilities.

2. Both governments and financial sponsors need to plan with particular care at the beginning of a textbook program to assure its continuation after outside financial aid terminates.

3. There is need to train nationals of the host country both to write the initial editions of the textbooks and to evaluate and revise them for future editions.

4. It takes time to produce good textbooks--hastily conceived "crash" programs often result in books with less than satisfactory content.

5. Even the best textbooks are of little help if teachers are not taught to use them effectively. Carefully prepared teachers' guides are desirable aids to effective use.

6. Plans should be made for enough textbook copies to allow for increasing enrollments and replacement of lost and worn out copies.

7. As initial printings are exhausted, and if resources are insufficient to produce revised editions, it is probably better to produce inexpensive reprints, even of poor books, than to have no books at all.

8. A good textbook program accentuates the need for supplementary reading materials other than books.

CHAPTER XIII

ACTIONS TO BUILD OR STRENGTHEN BOOK-RELATED INSTITUTIONS

Local institution building is prerequisite to sound, lasting book and library development. This chapter discusses the need for and growth of such book-related institutions--private as well as public, and host country-sponsored as well as foreign donor-sponsored. Its sections are:

A. Library associations.

B. Associations of educational publishers, printers, and booksellers.

C. Ministry of Education instructional materials development centers.

D. National book plans and the coordination of foreign donor assistance.

E. The UNESCO national book council concept.

A. LIBRARY ASSOCIATIONS

The development of associations of professional librarians is an extremely important aspect of the development of a total library capability in a country. These organizations (1) provide continuing education opportunities by way of institutes, conferences, workshops, etc., for persons already in library service; (2) publish journals and occasional papers to disseminate information on new techniques and administrative concepts; and (3) perhaps most important of all, sponsor the production of the various bibliographic and reference tools so necessary to the librarian's profession.

In developed countries library associations have often assumed responsibility for the accreditation of library education programs and the certification of professional librarians. Library associations in developing countries may not be equipped to assume these accreditation and certification functions initially, but they should serve as consultative bodies to the government agencies responsible.

In a number of developing countries local library associations have made important contributions to national library development. Examples are:

Korea. The Korean Library Association (KLA), established in 1945, is one of the oldest in the developing world. It is unusual in that almost 50% of its operating funds are provided through an annual subsidy granted by the Ministry of Education. Its activity has been limited almost exclusively to school and public library development. Past project interests have included (a) research on improved operation and management techniques; (b) occasional in-service training courses; (c) publishing library science materials; (d) gathering national library statistics; and (e) distributing professional library publications and those issued by government and industry to various libraries in Korea.

Visiting technical assistance experts have generally been critical of the KLA as an organization representing only the senior library administrators, many of whom are not interested in the technological and administrative innovations affecting library services today. No adequate place has been made in the association for younger professionally trained librarians. KLA also suffers from having to compete for funds and contracts, and from lack of space, staff, and sufficient budget for its headquarters operation.

As long as almost half of KLA's income is supplied through Ministry subsidy it is highly unlikely that the Association can give strong support to needed reforms in the areas of professional standards, salaries, improvement of government service, and the like. The AID developmental book survey of 1966 recommended that the KLA increase its individual and institutional dues and seek private subsidies in amounts sufficient to free it from its dependence on government funds.

Pakistan. Various Pakistani library associations have been active in library education by offering short-term certificate courses to undergraduates. The first certificate course was given in 1952 by the Karachi Library Association and has been repeated each year. Approximately 300 students have been certified as "library technicians" in this manner. The East Pakistan Library Association and the West Pakistan Library Association have both begun a similar training activity.

The Society for the Promotion and Improvement of Libraries (SPIL), founded in Karachi in 1960, is composed of librarians and civic-minded persons in other fields who feel a common interest in promoting development of a well-planned library system in all cities, towns, and villages of Pakistan. The Society functions as a coordinating body between the libraries and the civic leaders on one hand, and between the agencies responsible for running the libraries and the reading public on the other. It has sponsored a number of seminars which have had a considerable effect on the total climate affecting library development, perhaps the most significant of which was the 1964 seminar on "The Role of the Library in the Development of the Community." The Society continues as a prestigious force for library development in Pakistan, and this coalition of civic and professional leaders is an organizational structure that might well be encouraged in other developing countries.

Thailand. The Thai Library Association (TLA) is perhaps the most significant force for development of the library profession in Thailand. Membership totals approximately 1,200 of whom three-quarters are school librarians. Among the primary profession contributions of the TLA are: (a) frequent in-service training workshops addressed to school librarians and special librarians; (b) an extensive publications program, including a bi-monthly bulletin; (c) a public relations program, utilizing radio and television, to acquaint the public with the scope and importance of library services; (d) publication of bibliographic and reference materials in the Thai language; and (e) development of a card catalog service which will provide local libraries with catalog cards for all books published in the country.

Cooperating U. S. Associations. U. S. library associations that have been active in providing advice and counsel to counterpart organizations in the developing nations include the American Library Association, operating through its International Relations Office (1420 N Street, N.W., Washington, D. C. 20005), and the Special Libraries Association (235 Park Avenue South, New York, N. Y. 10003).

B. ASSOCIATIONS OF EDUCATIONAL PUBLISHERS, PRINTERS, AND BOOKSELLERS

In many of the developing nations, where publishing, printing, and bookselling are in their infancy, trade associations are as yet unknown. In such situations there are no recognized standards, codes of business ethics, or regular communication among members of the book industry. In other countries book trade associations have been newly formed, but have not yet become significant forces for improvement in the industry.

As publishing becomes increasingly important within a country, the local book industry generally bands together to become a more effective force. As a result publishing, printing, and bookselling have gained stature and their activities and influence have expanded. As book industry trade associations prove of value and service to their members and their country, they become institutions that can play significant roles in national growth.

The Korean Book Industry Associations

Among the countries surveyed in the 1964-1967 AID-sponsored studies of developmental book needs and activities the Republic of Korea probably had the most advanced and sophisticated book industry trade associations. An idea of the services they provide to members can be gained from the following short review of pertinent activities of the Korean Publishers Association, and the Korean Printing Industrial Cooperatives Federation.

A decade ago Korea's private publishers sold their own books, visiting schools on an individual basis. The resulting competition produced such chaos, inefficiencies, and scandals that the industry organized itself to distribute school books on a more rational basis. Although national textbooks, primarily for the elementary schools, are published by the Korean Ministry of Education through a semi-public printing plant, the authorized books for Korea's well-populated secondary schools are products of that nation's private book industry and are distributed through private channels (see Chapter XII, Section G, for more information on Korea's textbook program). The resulting process is complicated, as noted in Chapter XII. All active secondary school book publishers reportedly belong to two or more groups: all belong to the Korean Authorized and Approved Textbook Cooperative, the overall organization, and also to the middle school, the high school, and/or the vocational school publishers' cooperatives. There is much overlapping membership among the groups.

The Korean Publishers Association. This organization is active in promoting legislation of benefit to its members; meets regularly with Ministry of Education officials regarding the improvement of textbooks and elimination of industry problems; publishes annual lists of books in print; and publishes the weekly Korean Books Journal, which disseminates news of Korean book publishing activity and trade activity for 5,000 Korean publishers, printers, librarians, and others interested in the book industry. It also sponsors book industry research and the promotion of books through annual awards, a Book Week celebration in Seoul, etc. In April, 1967, the Korean Publishers Association sponsored and organized the first regional seminar of book publishers in East Asia. The "International Seminar on Books and National Development" was held at Academy House on the outskirts of Seoul. Observers from five foreign nations and the Southeast Asian Ministries of Education Secretariat attended, as well as 86 Korean publishers, educators, booksellers, librarians, and government officials.

Korean Printing Industrial Cooperatives Federation. The fact that Korean letterpress printers provide composition work for complex dictionaries, textbooks, and reference works of Japanese and U. S. publishers, and have printed and bound almost 1,000,000 offset, multicolored textbooks for the Vietnam/U. S. Instructional Materials Project (see Chapter XII, Section C) is largely due to the professional character of the export printing drive led by the Korean Printing Industrial Cooperatives Federation. The Federation, founded in 1963, has over 500 members. This remarkable association is private, with financial support derived from two sources: (a) earnings from brokerage services in the import and export of printing materials, the main source, and (b) membership dues. It arranges joint sales of printed materials, as in the contract with USAID/Vietnam; fosters financial cooperation among members, standardization of printing practices, and exchange of information on printing techniques; and engages in export promotion and the import of printing materials.

Other National Associations

Chile. The Camara del Libro is the overall book trade organization of Chile, which includes publishers, book importers, book wholesalers, and booksellers. In 1967, the Camara had 18 publisher members. As in some other countries private publishers in Chile are small family enterprises which frequently include book printing facilities and/or bookstores.

Indonesia. IKAPI is the Indonesian publishers' association, whose Central Board is located in Jakarta. It has nine branches, the largest of which are Jakarta-Raya (109 members), East Java (76 members), North Sumatra (64 members), and West Java (49 members). All members are private publishers--the State publishing enterprises do not belong. IKAPI's activities are varied. When low-priced subsidized book paper was made available to member firms several years ago, IKAPI played an important role in the allocation process. In 1964 it formulated a code of professional ethics to which its members subscribe. It has committees that are trying to solve industry problems, such as printing capacity, capital needs, international copyright legislation, training, and the need for a national bibliography. The individual IKAPI branches often engage in book-related assistance. For example, the Bandung branch conducts a library assistance project through which Bandung publishers annually provide 100 schools in the area with 450 volumes each (3 copies each of 150 titles).

Pakistan. The Pakistan Publishers and Booksellers Association is a unifying force in its field. It surveys and guides publishers with respect to book distribution, evolves new methods for widening distribution channels, promotes the publishing of inexpensive editions, negotiates with paper mills to supply paper directly to publishers at discount prices, and supports legislation that benefits the book industry.

Thailand. The Thai Publishers and Booksellers Association, founded in 1965, has 20 publisher members, all of whom have bookstores in Bangkok. In addition there are about 30 non-publishing bookstore members, some of whom are in the provinces. Announced aims of the Association include the establishment of industry standards, discounts, and terms; development of uniform methods of advertising; organization of exhibitions; and training of booksellers. Dues are 50 baht ($2.50) per year, which means that the total annual budget is only $125 or so. The modest nature of both its financing and its membership has prevented the organization from developing much impact, either within or outside the book industry. Price competition does not appear to be a problem for the Association. Its chief difficulty seems to be lack of cohesion among its members.

Cooperating U. S. Associations

U. S. book industry associations that have been more or less active in providing advice and counsel to counterpart organizations in the developing nations include:

American Book Publishers Council, 1 Park Avenue, New York, N. Y. 10016 (see Chapter IV, Section B for information on pertinent activities).

American Educational Publishers Institute, 432 Park Avenue South, New York, N. Y. 10016 (see Chapter IV, Section B).

American Institute of Graphic Arts, 1059 Third Avenue, New York, N. Y. 10021.

Association of American University Presses, 1 Park Avenue, New York, N. Y. 10016 (Chapter IV, Section B).

Book Manufacturers Institute, Inc., 161 East 42nd Street, New York, N. Y. 10017.

Printing Industries of America, 461 Eighth Avenue, New York, N. Y. 10001 (Chapter IV, Section B).

C. MINISTRY OF EDUCATION INSTRUCTIONAL MATERIALS DEVELOPMENT CENTERS

This section reviews the activities of USAID-assisted educational materials centers in Liberia, Nepal, Turkey, and Vietnam. These have been successful and unsuccessful in varying degrees, and causative factors are considered.

Liberia. The Curriculum and Materials Center of the Liberian Department of Education has as its mission (a) the adaptation and limited local production of textbooks, (b) the production of other teaching materials, and (c) the provision of teaching aid services. Through personal services contracts, USAID/Liberia has provided technicians in language arts, curriculum guidance, materials production, and radio instruction to support the Center's efforts.

Though the Liberian Curriculum and Materials Center has been plagued by absenteeism, poor discipline, and insufficient operating funds, it has managed to be beneficial. Since July, 1966, it has produced some two dozen publications, including syllabi, scope and sequence charts, study guides, elementary publications in reading and health, descriptive materials on education, and elementary level textbooks. It has also directed in-service teachers' workshops, concentrating on the appropriate use of textbooks and teaching aids; and it has provided leadership in the organization and work of curriculum committees which bear the responsibility for developing curriculum guides for grades one through twelve.

Nepal. To provide the teachers and students in Nepal with badly needed textbooks and teaching materials, USAID has been assisting the Government of that country in establishing a complete textbook publishing organization to cover all steps from the written manuscripts to the printed book. The focal point of this effort, the Nepalese Educational Materials Center, is a large organization which in 1965 helped the Ministry of Education produce and distribute 500,000 textbooks. The Education Division of USAID was heavily engaged for several years in establishing an Education Materials Organization, using technical assistance, participant training, and commodity procurement. By early 1967, seventeen titles had been produced for the elementary schools, and manuscripts had been prepared for all the subjects of the elementary school curriculum. A Materials Commission of leading local educators had evaluated curricula and screened manuscripts.

The Nepal/U. S. project calls for training in writing and editing, preparing art work and photography for illustrations, designing books, typesetting by hand or machine, platemaking, camera work, film stripping and page make-up, offset and letterpress operation, bookbinding, sales and distribution, and cost accounting and management of the whole operation. However, through mid-1967, relatively little local training had been undertaken at the Educational Materials Center because the physical plant was incomplete and much equipment had not been installed. Until then U. S. advisers and financial assistance had to concentrate on construction of physical facilities and procurement and installation of equipment. By mid-1967, the Educational Materials Organization was fully operational--administrators, editors, and writers had occupied their new quarters, and all but one section of the Press Division had been moved in.

During FY 1967 15 manuscripts, including teachers' guides, were prepared, and 210,000 copies of three textbooks were printed, either by the Organization's Press Division or under contract. More than 333,000 books also were distributed.

Turkey. The Turkish Educational Materials Development Center has been called a case study dramatizing the dangers inherent in foreign donor institution building. The Turkish Center was founded in 1961 to assist the Ministry of Education's Publications Directorate in establishing a program for the preparation, production, and upgrading of educational materials. The staff consisted of one or two USAID specialists, plus part-time technicians, mostly Turkish teachers. The Center was almost entirely U. S.-financed for the three years it operated.

The Turkish Materials Development Center was guided by a policy committee consisting of the Ministry's Director of Publications, the Editor-in-Chief, and two members of the Turkish Board of Education. The U. S. technicians were ex-officio, non-voting members. After the committee chose the titles to be published, the Center recruited the authors, assisted them in the planning stages, reviewed the manuscripts, worked with the authors in rewriting and revision, designed the books, prepared the art work, and made dummy layouts for the Ministry's printing plant.

Significantly, Turkish Center, unlike the others described in this section, did not concern itself with textbooks. Instead it prepared 175 supplementary school book titles, as well as other educational materials, including 40 supplementary books for the Armed Forces Literacy Program and 27 books and 3 wall charts for the Ministry of Education's Basic School Library Project. It also held seminars for authors of adult education books and children's books, and sent 15 textbook-preparation participants to study in the United States and other countries.

Book production was the chief need when the Center was formed. It therefore placed major emphasis on getting books published and little on distribution. Distribution of its output was chiefly through the Ministry of Education bookshops, which do not promote sales. Because of that and the fact that the books were supplementary rather than textbooks, sales were poor and copies tended to pile up in the warehouses.

The Turkish Center undoubtedly did some good. It provided the Publications Directorate with guidelines for improvement of the publishing process; awakened educators, authors, and publishers to the value of colorful, dramatic supplementary books; began to teach the public and private sectors the need for editorial assistance; and trained a nucleus of competent writing, production, editorial, and art personnel.

However, the Center never established permanent roots. It was not granted legal status by the Ministry of Education, and it therefore did not have a regular budget and a permanent role. The Center seems to have represented a kind of foreign appendage to the Ministry's book production process, and it evidently was not accepted. When USAID funds were withdrawn, the Center ceased operation. The Center's chief legacy was a group of trained people, most of whom subsequently went to work for private publishers in Turkey.

Vietnam. Implemented in 1957 for production of textbooks in Vietnamese, the USAID/Vietnam Instructional Materials project was augmented in 1961 to provide for production of additional teaching and learning materials that would foster effective educational practices. At the heart of this effort is the Vietnamese Instructional Materials Center, a part of the Ministry of Education designed for production, demonstration, and distribution of educational materials, and offering training in their effective utilization. Located adjacent to the Saigon Normal and Demonstration Schools, the Center offers student teachers and in-service trainees easy access to its educational opportunities.

The responsibility for all Government-approved instructional materials has been assigned to the Center, which is charged with the writing, translating, adapting, or otherwise preparing all textbooks. (See Chapter XII, Section C, for details of the textbook program.) The Center has meeting rooms and a reference library for use by textbook authors and writing committees, and for demonstrations and training in the utilization of textbooks, supplementary teaching aids, and audio-visual equipment.

In addition the Vietnamese Instructional Materials Center contains (a) a photo-offset printing plant of modest capacity for production of small textbooks, pamphlets, and other printed materials; (b) silk-screen printing facilities of commercial proportions, which produce maps, charts, and similar classroom teaching materials; (c) professional-grade sound recording equipment, which produces magnetic tape recordings of educational programs for the Ministry's extensive radio broadcasts; and (d) facilities for photographic and graphic arts services. The total manpower at the Instructional Materials Center has fluctuated around 90. Allowing for the problems engendered by the conflict in Vietnam, the Center's output has been high and it is generally considered to have been effective.

D. NATIONAL BOOK PLANS AND COORDINATION OF FOREIGN DONOR ASSISTANCE

Concern and/or responsibility for the various elements of the book industry is divided in most developing countries. Textbook publishing invariably comes under the Ministry of Education. Trade book publishing may come under the Ministry of Information or the Ministry of Commerce and/or Industry. Book printing often is administered by a Ministry of Light Industry; and book paper is under the Ministry of Heavy Industry; and bookshops are generally the concern of the Ministry of Trade or Commerce. Libraries may be divided among a number of ministries, depending upon their nature--school, university, special, or public. This fragmentation of book and library components leads to duplication, waste of effort and money, and a general lack of coordination that hampers book development.

National Book Plans. Probably the single most important action to be taken in the book activities sphere by a developing nation is the formulation of a comprehensive national book plan accompanied by an appropriate commitment by the host government to provide full support to sound growth activities, properly balanced between private sector and public sector activity. The national book plan should determine the role of printed materials of a developmental nature both within and outside the formal educational system. It should assist in the formulation of a national library development plan, of a book-paper supply plan, and of a plan to ensure that there is sufficient publishing and printing capacity and technical skill to produce the developmental books required by the new country.

The Korean national book development plan is an example. Following the 1966 AID-sponsored book survey report recommendations, the Korean Ministry of Education requested the Government of Korea to establish a Book Development Council--a consultative body encompassing a wide diversity of public and private entities--to prepare the plan. Elements of the plan were: (a) determining the desired minimum amount of per-capita book reading; (b) estimating per-capita book paper and newsprint consumption needs; (c) formulating a book paper and newsprint supply plan; (d) promoting the reading habit among the less-educated; (e) publishing books for vocational and professional training; (f) allocating long-term, low-interest loans for publishers; (g) conducting research on accounting problems and tax policy for the book industry; and (h) dealing with other matters related to book development.

The need for a long-range library development plan is discussed in Chapter VIII of this manual. In the interest of efficiency and economy of operation such planning should include the consolidation of all Ministry of Education library programs, which are often jurisdictionally divided in developing countries. This often can best be accomplished by establishing within the Ministry a new division to which is assigned responsibility for helping to develop all types of library service under its field of responsibility.

Coordination of Foreign Donor Assistance. Important to the success of a national book plan is coordination of host government efforts with those of bilateral and multilateral donor agencies and private foundations. Sufficient background knowledge and mutual effort are too often lacking among such entities. Foreign donor cooperation can minimize duplication and wasteful competition on the one hand, and neglect of important book-related areas on the other. It can better illuminate problems and needs, determine priorities, and ensure better use of book-related gifts, grants, and loans. For example, the Ministry of Education of Korea and the chief foreign donor agencies active in book and library development in that country (Asia Foundation, USIS, and USAID) maintain an informal working group to coordinate aid activities and to act as local sponsor and/or briefing agent for teams and individuals who visit Korea in regard to that development. Among its activities the group sponsored and hosted the 1966 AID-funded book survey of Korea.

E. THE NATIONAL BOOK COUNCIL CONCEPT

In the light of the normal lack of communication among the public and private book industries of a developing country, its libraries, and government agencies, it is highly desirable to bring them together by creating a national book center, trust, or council. In addition to reducing misunderstanding between the private and public sectors and between book publishers and booksellers, such a center or council can promote public interest in books and the reading habit.

Thus, Great Britain has its National Book League, and the United States its National Book Committee. The latter, for example, is a society of citizens devoted to the use of books. Its purpose is to make books widely available and to encourage people to read them. It is independent and non-profit. Its membership includes many in the book industry but is not limited to them.

UNESCO has been the leader in sponsoring the development of national book centers in Asia for some years. Its formula for the developing countries, as might be expected in view of government's key role in book development in such lands, includes the public sector as well as the private. In the early 1960s, aware of the imperative need of creating book awareness in Ceylon and Pakistan, UNESCO secured the services of an expert to plan book promotion centers in thos countries. The two governments accepted the recommendations and established two autonomous bodies--the National Book Trust of Ceylon and the National Book Centre of Pakistan. UNESCO subsequently was instrumental in the establishment of a National Book Trust of India. Following the 1966 UNESCO meeting in Tokyo on the production and distribution of books in Asia, experts representing that organization visited 12 Asian countries to investigate the possibilities of establishing additional national book councils.

In Pakistan the National Book Centre unites the various elements of the book industry and those active in book-related fields into a body to promote the cause of "More Books, Better Books, and Cheaper Books." An autonomous organization sponsored by the Ministry of Education, the Centre receives a grant from the Government of Pakistan and continuing assistance from UNESCO in the form of equipment, training facilities, and funds for specific projects such as book exhibitions, seminars, and professional training courses. Its main office was established in Karachi in 1962, followed by the Dacca and Lahore offices in 1963 and 1965 respectively.

The Pakistan National Book Centre has six main functions: (1) to create book awareness and inculcate reading habits among different classes of people; (2) to harness book production resources of the country--from the author up to the publisher and bookseller; (3) to emphasize the growing needs of the country for appropriate reading materials; (4) to raise production standards and at the same time bring down prices of books by introducing progressive techniques of production and distribution; (5) to disseminate information and technical advice to governmental and non-governmental organizations, inside and outside Pakistan, on all subjects concerning books; (6) to publish data about books, such as bibliographies and subject lists; and (7) to arrange book festivals and book exhibitions; and (8) to make books available in localities where no bookshops exist through techniques such as bookmobiles.

The National Book Trust of India, in addition to other activities, published series of biographies of great Indians and other works, totaling over 400 books in various languages through 1967. Many of the books have been distributed to the schools of the country.

CHAPTER XIV

FINANCING BOOK INDUSTRY DEVELOPMENT

Financing is a major problem of book industries in developing countries. Not only are bank loan costs high, but publishers and booksellers usually are unable to obtain loans because of their small scale of operation and lack of acceptable assets. Printers who can pledge plant and equipment have less difficulty, but they also must often seek non-banking sources of loans. This final chapter therefore considers:

A. Financing for local publishers and book importers, and such means as shipment on consignment and use of revolving funds and host government-sponsored book banks for easing their difficulties.

B. Foreign investment in local book industries by such agencies as AID, the Export-Import Bank, the World Bank, etc.

It should be noted that while funding agencies often express concern for the problems of small publishers and booksellers, their aid is easier to obtain for large-scale operations.

A. FINANCING FOR LOCAL PUBLISHERS AND BOOK IMPORTERS

Curtis G. Benjamin, formerly President and Chairman of McGraw-Hill Book Company, recently noted that the high cost of working capital presents the most important and the least recognized problem of the book publishing industry in many countries.* The cost is especially high in developing countries where owned capital is scarce, publishing enterprises are miniscule and often family-run, bank loans are hard to obtain even at the highest rates of interest, and the book industry lacks the prestige of large capital investment manufacturing and extractive firms.

Because of their small size, general lack of collateral, and precarious financial situation, publishers are not considered good business risks by commercial and developmental banks in the developing countries. In certain developing countries publishers pay rates as high as 15% to 45% per annum on short-term commercial loans, and even higher rates for loans from moneylenders who operate outside the formal banking system.

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*In his March, 1969 paper, "The Economic Foundations of Book Publishing," prepared for presentation at the AID seminars for private publishers in New Delhi and Singapore (see Chapter X, Section H).

A prime cause of this financial stress, in addition to generally high rates of interest charged for all "non-priority" loans in the developing countries, is the slowness in turnover of the publisher's working capital. Under even the most favorable conditions prepublication investments turn over about once in two years, and inventory investments about once a year. Often a publisher's stock of books on hand turns even more slowly. Members of the AID-sponsored developmental book activities and needs surveys found many publishers who required three to five years to sell out of standard works that had been published in quantities of only 5,000 to 10,000 copies.

In the developing countries the financial problem has several grievous effects:

1. The shortage of funds causes smaller printings, which result in higher unit costs and higher consumer prices. Too often books must be produced and priced for quick sale on one printing only, and thus the price and profit advantages of low-cost second printings are lost. In addition many good books are lost to continuing public use.

2. Publishers are motivated to reduce risk of filling their lists either with proven "safe" continuing best-sellers, or with sensational books they know will sell quickly. They therefore avoid publishing solid and badly needed books that entail higher risks and larger and longer-term capital investment.

3. In order to save money books may be sent to press before they are ready, with a resultant sacrifice of editorial quality.

4. The need to turn slow-moving inventory into cash often prompts unsound business practices, such as special discounts and dumping in bargain markets, which are demoralizing to the book trade as a whole.

5. Funds for announcements and sales promotion of new publications are curtailed; this reduces public awareness as well as sales.

Small booksellers throughout the developing world share with publishers the desperate need for low or moderate cost working capital. They are undercapitalized, their turnover tends to be slow, and many of their customers are slow in paying. Recognizing these facts, the U. S. book industry in the past took risks that would be considered extraordinary for other industries. The results were disastrous in enough cases that U. S. publishers have tended to become more cautious in recent years. The seriousness of the problem for booksellers is illustrated by two examples:

Indonesia. Indonesia's rapidly worsening economic plight caused foreign exchange holdings to disappear in 1964, and the Ministry of Education was unable to purchase its usual number of U. S. books. American publishers, in behalf of their joint exporter, after many difficulties obtained the Export-Import Bank's approval of a Foreign Credit Insurance Agency (FCIA) guarantee to cover half of the price

> of the 300,000 volumes the exporter shipped to Indonesia in 1965. Because of Indonesia's continuing economic difficulties, payment for the books was defaulted for several years, but recently has been completed. Understandably, U. S. publishers have been cautious since then about shipping books to that country.
>
> Peru. In Peru book wholesalers and booksellers generally paid 20% a year for borrowed money in 1967. Interest charges were therefore a deterrent to investment in large book inventories, especially of foreign publications. When the wholesaler must pay cash he must advance money when ordering. The order may not be shipped for 30 days, the books may take another 45 days to reach Peru, and it may be another 90 days, even in the case of a popular book, before the wholesaler receives his money. This means a delay of five or six months, thus adding at least 12% interest charges to the sale price of the book if the money is borrowed. Although numbers of established Peruvian bookstores and wholesalers reported considerable difficulty working out agreeable relationships with U. S. publishers and wholesalers, arrangements recently have been made by several leading U. S. publishers to send books out on consignment. Such books are not paid for until they are sold.

Normally U. S. publishers, publishers' export representatives, and book jobbers offer credit terms to developing country booksellers that range from 60 to 90 days.

In connection with its Latin American division's medical books program, Franklin Book Programs (see Chapter IV, Section A), using grants made by the Commonwealth Fund, the Population Council, and the W. K. Kellogg Foundation to establish revolving funds, makes loans to local publishers on a per-title basis to cover translation and illustration costs. These costs also represent significant outlays payable long before sales receipts start coming in. The loans are repaid on a quarterly basis within a year of publication.

The need for access to moderately-priced capital has long been an urgently felt need by publishers associations in several of the developing countries. A major point of the proposed Korean "National Book Development Plan" (see Chapter XIII, Section D, for details) calls for the establishment of a "Book Bank" with a revolving fund of $1,000,000 to meet the needs of Korean publishers and booksellers. The Korean Publishers Association has been advocating such a bank for several years. In a similar development, the Minister of Education of Indonesia agreed in principle, early in 1968, to the establishment of a "book foundation" which hopefully would assure continuous flow of limited quantities of imported book paper and a 100,000,000 rupiah revolving fund to help local publishers finance the printing payment. The book foundation would handle the distribution of paper for textbooks.

B. FOREIGN INVESTIMENT IN LOCAL BOOK INDUSTRIES

Chapter X, Section D, of this manual details the major investment incentive programs administered by the Private Investment Center, Office of Private Resources, AID/W. These programs, aimed at assisting U. S. firms interested in investment in developing countries, preferably in joint enterprises, include: (1) investment surveys; (2) political risk insurance, providing protection against incontrovertibility of local currencies, expropriation and war, revolution or insurrection; (3) extended risk guaranties for private long-term loan financing; (4) extended risk guaranties for equity contributions; (5) local currency loans; and (6) dollar development loans. Although 12 U. S. pulp and paper plants and two printing plants have been insured against political risks, only two publishers with relatively modest investments took advantage of political risk insurance, and none apparently has made use of the other AID investment incentive programs.

Like AID, the international financial agencies and a number of regional and national development banks provide financial assistance to enterprises in developing countries wishing to enter into working relationships with foreign firms. Although several insitutions have expressed knowledgeable interest in the plight of book publishers and booksellers in developing countries, their attention has been concentrated on heavy industry which can produce massive, tangible results in terms of national output or production, rather than on small industry, which is the classification in which book publishing normally finds itself, or on trade and commerce in which bookshops are classified.

Short summaries of the investment incentive programs of various international financial agencies follow:

The Export-Import Bank of the United States, Eximbank (1811 Vermont Avenue, N.W., Washington, D. C. 20571). This organization facilitates and finances U.S. foreign trade with both developed and developing countries. Eximbank credit assistance is available through three basic programs: (1) long-term capital loans--the financing of the dollar costs of public and private undertakings abroad, including cost of U. S. machinery, equipment and services; (2) guarantees to commercial banks--the issuance of guarantees of repayment on non-recourse export financing extended by commercial banks; and (3) export credit insurance--under the Foreign Credit Insurance Association (FCIA), mentioned above in the case of Indonesia.

The Foreign Credit Insurance Association, FCIA (250 Broadway, New York, N. Y. 10007). FCIA is made up of leading U. S. insurance companies and insures exporters against risks of extending credit abroad. Eximbank reinsures the political risks and coinsures commercial risks above given dollar amounts. FCIA medium term credit insurance provides comprehensive or political risk coverage only for credits with terms ranging from 181 days to five years; short term credit insurance is also available as comprehensive or political risk only. FCIA premium rates vary according to the term of credit and the country to which the sale is made.

The International Bank for Reconstruction and Development, IBRD (1818 H Street, N.W., Washington, D.C., 20433). IBRD, commonly known as the "World Bank," makes loans to governments and private enterprises of member countries, mainly for undertakings to help build the in-country foundations for their economic growth. Its development loans have been primarily for electric power, transportation and general industrial and agricultural purposes.

The International Development Association (IDA) was established by the World Bank to meet the need of developing countries for outside capital greater than the conventional loans they can usually obtain. Credits have been for a term of 50 years with no interest, but a service charge of less than 1% is imposed on amounts withdrawn and outstanding. A borrowing government, if it relends the proceeds of an IDA credit for investment in a revenue-producing project, does so on terms of interest and repayment that are customary in the country.

The International Finance Corporation, IFC (1818 H Street, N.W., Washington, D.C., 20433). The IFC is a World Bank affiliate which was established to assist developing member countries by promoting the growth of the private sectors of their economies. IFC provides risk capital without government guarantee for "productive" private enterprises in association with other investors, assists the development of local capital markets, and seeks to stimulate the international flow of private capital. The Corporation makes direct investments, usually on a mixed loan and equity basis, carries out standby and underwriting operations, and provides technical and financial help to privately controlled development finance companies. IFC funds are not tied to the purchase of specific equipment. They are available for foreign exchange as well as local currency expenditures, and may be used to acquire fixed assets or for working capital purposes. IFC usually finances less than one-half the cost of a new project, but may provide more than half for the expansion of an existing enterprise. It finances a wide range of private industrial and other enterprises, but will not undertake direct financing of imports or exports. Its terms, including the interest rate on loans, are determined in relation to the risk involved and the prospective return on investment.

APPENDIX A

NAMES AND ADDRESSES OF BOOK-RELATED AGENCIES

Only the sponsors and operators of developing country book programs in this manual have been included in the following list:

Agency for International Development
Department of State
Washington, D. C. 20523

American Book Publishers Council
1 Park Avenue
New York, N. Y. 10016

American Committee on Africa
164 Madison Avenue
New York, N. Y. 10016

American Council of Voluntary
Agencies for Foreign Service,
Inc.
200 Park Avenue South
New York, N. Y. 10003

American Educational Publishers
Institute
432 Park Avenue South
New York, N. Y. 10016

American Institute of Graphic Arts
1059 Third Avenue
New York, N. Y. 10021

American-Korean Foundation
345 E. 46th Street
New York, N. Y. 10017

American Library Association--International Relations Office
1420 N Street, N. W.
Washington, D. C. 20005
and
50 East Huron Street
Chicago, Illinois 60611

American Middle East Rehabilitation,
Inc.
777 United Nations Plaza, Suite 7E
New York, N. Y. 10017

American News Company
131 Varick Street
New York, N. Y. 10013

The Asia Foundation
550 Kearny Street
San Francisco, California 94108

Asia Foundation Books for Asian
Students Program
451 Sixth Street
San Francisco, California 94103

Asian Productivity Organization
Aoyama Daiichi Mansions, No. 11
4-chome Akasaka Omate-machi
Minato-Ku, Tokyo, Japan

Association of American University
Presses
1 Park Avenue
New York, N. Y. 10016

Benedictine Fathers
St. Benedict's Abbey
Benet Lake, Wisconsin 53102

Book Development Council, Ltd.
7 Albemarle Street
London W1, England

Book Manufacturers Institute, Inc.
161 E. 42nd Street
New York, N. Y. 10017

The British Council
65 Oxford Street
London, WC1, England

Bureau of Educational and Cultural
Affairs
Department of State
Washington, D. C. 20520

CARE
660 First Avenue
New York, N. Y. 10016

Carnegie Corporation of New York
437 Madison Avenue
New York, N. Y. 10022

Catholic Relief Services
350 Fifth Avenue
New York, N. Y. 10001

Center for Cultural and Technical
Interchange between East and
West--see East-West Center

Colombo Plan
15 Alfred House Gardens
Colombo, Ceylon

Committee on World Literacy and
Christian Literature
475 Riverside Drive
New York, N. Y. 10027

The Commonwealth Fund
1 East 75th Street
New York, N. Y. 10021

Darien Book Aid Plan, Inc.
1926 Post Road
Darien, Connecticut 06822

Department of Health Care Services
American Medical Association
535 N. Dearborn Street
Chicago, Illinois 60610

East-West Center
1777 East West Road
Honolulu, Hawaii 96822

East-West Center Press
2444 Dole Street
Honolulu, Hawaii 96822

Educational Materials Center
U. S. Office of Education
Washington, D. D. 20202

Education Development Center, Inc.
55 Chapel Street
Newton Massachusetts

Engineers and Scientists Committee
People-to-People Program
124 Hilton Avenue
Garden City, N. Y. 11530

Export-Import Bank of the United States
1811 Vermont Avenue, N. W.
Washington, D. C. 20571

Feffer and Simons, Inc.
31 Union Square West
New York, N. Y. 10003

The Ford Foundation
320 East 43rd Street
New York, N. Y. 10017

Foreign Credit Insurance Association
250 Broadway
New York, N. Y. 10007

Franklin Book Programs, Inc.
801 Second Avenue
New York, N. Y. 10017

Franklin Square Subscription Agency
545 Cedar Lane
Teaneck, New Jersey 07666

Freedom House Books USA
20 West 40th Street
New York, N. Y. 10018

International Bank for Reconstruction
and Development
1818 H Street, N. W.
Washington, D. C. 20433

International Finance Corporation
1818 H Street, N. W.
Washington, D. C. 20433

International Relations Office--
see American Library Association

W. K. Kellogg Foundation
400 North Avenue
Battlecreek, Michigan 49016

Laubach Literacy, Inc.
1011 Harrison Street
Syracuse, N. Y. 13210

Library of Congress
First and East Capitol Streets
Washington, D. C. 20540

Mission Secretariat Library Committee
Catholic University of America
Washington, D. C. 20017

National Science Foundation
1800 G Street, N. W.
Washington, D. C. 20550

New Tribes Mission
Woodworth, Wisconsin 53194

Organization for Economic Cooperation and Development
Chateau de la Muette
2 rue Andre Pascal
Paris, France

Pan American Union
17th Street and Constitution Avenue, N. W.
Washington, D. C. 20006

Printing Industries of America
461 Eigth Avenue
New York, N. Y. 10001

Regional Technical Aids Center for Africa
c/o Embassy of the United States
Paris, France

Regional Technical Aids Center for Latin America
c/o Embassy of the United States
Mexico City, D. F., Mexico

Regional Technical Aids Center, Southern Branch
c/o Embassy of the United States
Buenos Aires, Argentina

John D. Rockefeller 3rd Fund
30 Rockefeller Plaza
New York, N. Y. 10020

Rockefeller Foundation
111 West 50th Street
New York, N. Y. 10020

Smithsonian Institution
Washington, D. C. 20560

Henry M. Snyder & Co., Inc.
440 Park Avenue South
New York, N. Y. 10016

Special Libraries Association
235 Park Avenue South
New York, N. Y. 10003

UNESCO Coupon Office
Paris 7e, France

United Nations Children's Fund
United Nations
New York, N. Y. 10017

United Nations Educational, Scientific, and Technical Organization
Place de Fontenoy
Paris 7e, France

United States Book Exchange, Inc.
3335 Vee Street, N. E.
Washington, D. C. 20018

U. S. Information Agency
1776 Pennsylvania Avenue
Washington, D. C. 20547

U. S. Information Agency--International Center Service, New York Service Staff
252 Seventh Avenue
New York, N. Y. 10001

U. S. Navy/Project Handclasp
Op-345F, Room 4C540, OPNAV
Washington, D. C. 20350

U. S. Office of Education
Department of Health, Education,
and Welfare
400 Maryland Avenue, S. W.
Washington, D. C. 20202

Volunteers for International Technical Assistance (VITA)
Union College Campus
Schenectady, N. Y. 12308

Wolf Management Services
Wolf & Co.
370 Lexington Avenue
New York, N. Y. 10017

APPENDIX B

SOURCES OF ECONOMIC AND TECHNICAL INFORMATION IN AID

This section is based upon pertinent portions of AID/M. O. 1621.2 of August 19, 1968, which identifies AID/W sources of information available to USAID personnel and to organizations in developing countries. The directive provides a point of ready current reference which program and management personnel of AID may use when seeking information needed in their work. All entities mentioned below are components of AID/W, and inquiries concerning the manual order should be addressed to that agency.

Economic Information

Country data. The Programming and Resource Budgeting, Statistics, and Report Division of the Office of Program and Policy Coordination compiles data and statistics on economic and social structures and trends in AID-program countries. Data are based on uniform concepts and definitions to permit intercountry comparisons. Principal publications include: (1) Regional Economic Data Books (Report W-133), containing continuously updated, unclassified country data; and (b) Economic Growth Trends, a series of annual booklets, showing longer-term trends in production and trade on a regional and country basis. The Statistics and Report Division also provides statistical advice and information on government finance and national accounts data.

Program data. The Statistics and Report Division of the Office of Program and Policy Coordination also compiles and publishes statistical data and analyses of many phases of AID programs. Principal publications include (a) U. S. Economic Assistance Programs, annual statistical summary of loans, grants, and repayments under U. S. economic assistance; (b) Operations Report W-129, a quarterly report providing detailed information by region and country on current AID commitments and expenditures--the June issue is most complete; and (c) U. S. Overseas Loans and Grants, Report W-134, annual "Green Book," which provides total U. S. economic and military assistance information by year, country, and major program.

Planning assistance and research. The Planning Assistance and Research Division of AID's Office of Program and Policy Coordination (a) maintains and distributes the Directory of Planning Resources, which describes representative U. S. organizations providing services for development planning in various fields; (b) provides information on the planning, advisory, research, and training services available from U. S., regional, and other development institutions; (c) makes available to USAIDs and interested organizations a user summary for each research project, a list of publications and papers stemming from each project, and the papers themselves; and (d) arranges for the preparation and publication of the Development Digest, a quarterly journal of selected excerpts, summaries, and reprints on economic and social development.

Projections and analyses. The Program Policy Division of the Office of Program and Policy Coordination (a) provides USAIDs with requested advice and assistance in macroeconomic projections and general economic analyses; and (b) issues and distributes Discussion Papers based on seminars, special studies, and research by staff members and outside consultants on economic, political, and social problems of interest to AID.

Capital assistance. The Office of the Associate Assistant Administrator for Capital Assistance of the AID Office of Program and Policy Coordination maintains a collection of AID loan papers, reports, and other publications of U. S. and international lending agencies.

Investment information. The Private Resources Development Service of AID provides information for investment and entrepreneurial activity in developing lands. Publications include Index to Catalog of Investment Information, which lists more than 1,600 available reports and studies sponsored by AID and others on economic and social conditions, legal requirements, current industry and market status, feasibility investigations, and other investment factors; and Industry Profiles, a series of 400 individual publications giving basic information for establishing small and medium-sized plants in selected industries in developing countries.

Specific Technical Information

Agriculture and rural development. The Office of the War on Hunger of the AID Agriculture and Rural Development Service (a) develops, procures, and distributes to USAIDs special publications, textbooks, articles, training materials, and other technical literature to meet the needs of AID agricultural and rural development programs and technicians, and of host country personnel and organizations; (b) on request provides information on specific agricultural and rural development questions; (c) identifies country reports, seminar proceedings, and other materials prepared by AID agriculturalists and consultants for reference use in AID/W; and (d) maintains a stock of technical publications developed by or for AID for distribution within AID/W and to USAIDs.

Cooperatives. The Private Resources Development Service of the AID Office of Private Resources (a) serves as an information clearing house for AID on U. S. cooperative resources; and (b) provides technical information and educational and training materials on cooperative development.

Education. The Education and Human Resources Division of the AID (a) distributes packets of publications of the Department of Health, Education, and Welfare and selected books to USAID education advisers; (b) by arrangement with the U. S. Office of Education provides information on technical aspects of public and higher education, curriculum development, instructional materials, school administration, and other aspects of education; (c) maintains a reference collection of reports concerned with international aspects of education; and (d) provides bibliographic advice and listings to USAIDs and such host country institutions as the Textbook Depository and National Development Reference Libraries discussed in Sections B and E of Chapter VI.

Engineering. AID's Office of Engineering, in connection with development of standards for AID activity in engineering and construction and coordination of AID's relations with outside engineering and construction firms (a) publishes engineering criteria relating to pre-feasibility and feasibility studies and benefit-cost evaluations, and (b) arranges for special studies and research in developing engineering-construction guidelines.

Food assistance. The Food For Freedom Service (FFF) of the Office of the War on Hunger (a) procures and distributes selected informational and technical data and materials on pertinent subjects such as school-lunch programs and storage of Food For Freedom commodities; (b) periodically sends USAID/FFF officers copies of pertinent program proposals, handbooks, reports on completed Title II projects, seminar reports, and other materials; (c) maintains a collection of USAID/FFF project reports, brochures, manuals, seminar proceedings, and other documents directly related to the FFF program; and (d) prepares and distributes pertinent material on P. L. 480 programs related to food assistance.

Food from the sea. The Food from the Sea Service of the Office of the War on Hunger provides technical information to USAIDs on improved utilization of fishery resources, and answers inquiries on the potential of fish protein concentrates.

Health. The Health Service of the Office of the War on Hunger is AID (a) makes available selected publications, textbooks, articles, and journals to assist USAID health staffs to keep up to date professionally in their specialties; (b) provides review copies of selected training and prototype materials for program use by USAID health technicians and their counterparts; (c) responds to requests for specific information on health subjects; (d) administers arrangements with the National Library of Medicine to provide such services as an interlibrary loan service, and subscriptions to Index Medicus and Current Catalog directly to USAID personnel; (e) develops publications needed on a worldwide basis for use by health technicians for programming and/or orientation; and (f) maintains a reference collection of AID and other organizations' reports on health and international health subjects.

Housing and urban development. The Private Resources Development Service of the Office of Private Resources (a) arranges for the Department of Housing and Urban Affairs to provide technical information on films on U. S. and overseas housing practices; (b) issues a quarterly publication, News Notes, outlining housing and urban development activities around the world; and (c) arranges for technical support and inquiry service in the fields of urban development and savings and loan associations in cooperation with various private and public organizations.

Labor. The Publications and Technical Services Division of the Office of Labor Affairs has a comprehensive program that generates technical manuals, booklets, bibliographies, and audio-visual training aids, including film strips and flip charts, in the fields of labor, manpower, and industrial safety. These materials are made available to USAID technicians, consultants, contract personnel, and host country officials and organizations engaged in the planning, implementation, and evaluation of labor programs. In addition, upon request, it provides information on questions relating to labor, manpower, and industrial safety.

Nutrition and child feeding. The Nutrition and Child Feeding Service of the Office of the War on Hunger (a) makes available selected publications, reports, and articles on nutrition, child feeding, and food technology to USAIDs, voluntary agencies, and cooperating country officials and organizations; (b) upon request provides information on specific questions relating to nutrition and food technology; and (c) maintains a collection of reports on nutrition and child feeding.

Population. The Population Service of the Office of the War on Hunger (a) compiles technical and program data and various reports relating to AID's assistance to population/family planning activities in developing countries for use of USAIDs and host institutions and agencies; (b) makes available copies of technical reports, journal articles, reference textbooks, and training materials to Population Officers abroad; and (c) provides technical advisory services to USAIDs relating to information/communication support for family planning programs in developing countries.

Public and development administration. The Development Administration Division of the Office of Program Policy Coordination (a) maintains a collection of survey reports, studies, handbooks, manuals, and other materials developed by AID public administration and business management education technicians; (b) maintains a collection of project papers and reports prepared by USAID Community Development field advisers and host country counterparts; and (c) maintains for reference and orientation use in Washington selected U. S. and foreign public administration periodicals, books, and other publications.

Public safety. The Training Division of the Office of Public Safety provides technical information services to USAID Public Safety Advisers in the form of (a) technical information on police, criminology, and allied subjects; (b) published training materials on these subjects; (c) preview copies of publications for consideration for USAID purchase; (d) bibliographies of available texts and other publications related to public safety; and (e) information on current public safety training films, and when available, preview prints of them.

Supply and procurement. The Resources Support Staff of the Office of Procurement (a) maintains for AID/W a Technical Reference Center consisting of legislation, Congressional reports, manual orders, specifications and standards, procurement regulations, catalogs, films, and textbooks dealing with supply and procurement matters; (b) distributes to USAIDs current supply and procurement publications either at low cost or without charge; and (c) periodically distributes sets of supply management material, catalogs, pertinent regulations, and other publications affecting USAIDs or requiring their compliance. (M. O. 1492.1, "Material Resources Management Guidance; Supply Management and Procurement Guidance and Technical References," requires each USAID to establish a Technical Reference Library for use by Mission, host country government, and local private enterprise personnel.)

Technology inquiry service. As of June 30, 1968, the technical inquiry service for industry, which had been handled for AID by the Department of Commerce, was placed in the hands of Volunteers for International Technical Assistance, Inc. (VITA), to which AID has made a grant toward the cost of facilities for answering technical inquiries from developing countries. The

VITA technical inquiry service is used primarily in the developing countries and the U. S. private sector. U. S. Embassies and Missions may also refer questions directly to VITA. USAID technicians may use VITA in addition to, or instead of, their customary information sources, including the AID sources listed in M. O. 1621.2, referred to herein at the beginning of this appendix.

General Technical Information

Film loan library. The Film Loan Library of the Space and Property Management Division, Office of Administrative Services, maintains a library of films on AID program subjects for loan to the field. These films, listed in the Catalog of Loan Films on Agriculture, Education, Industry and Health (1966), are for the use of USAID technicians and may be ordered on an official AID airgram form.

Foreign language publications and films. The Regional Technical Aids Center (RTAC) located in Paris (see Chapter XI, Section D, for details of its operation) provides for the translation, production, and distribution of U. S. technical publications and films in French and Arabic as a service to USAIDs in areas where these are the primary languages used by local technicians. The RTAC in Mexico City (see Chapter XI, Section A, for details) provides translations and publishing services to assure that useful technical materials are available to readers in developing countries who have only Spanish language skills.

Voluntary agencies. The Private Resources Development Service, Office of Private Resources, distributes the directory of U. S. Nonprofit Organizations, Voluntary Agencies, Missions, and Foundations Participating in Technical Assistance Abroad, issued in 1964 and supplemented in 1965 by the Technical Assistance Information Clearing House (TAICH) of the American Council of Voluntary Agencies for Foreign Service, Inc. (TAICH also has published regional directories covering technical assistance programs of U. S. nonprofit organizations in Latin America and East Asia.) The Private Resources Development Service also maintains for reference a collection of reports on the formation and evolution of various voluntary agencies, their publications, and studies by various committees and task forces on voluntary assistance activities.

Other Information

Financial information. The Accounting Division of the Office of the Controller maintains financial data on AID operations and publishes reports on the financial status of AID activities. Principal publications include project implementation data, loan and investment guaranty data, and reports on foreign currency funds and the excess property revolving fund.

Information for countries in which AID activities have been phased out. The Private Resources Development Service of the Office of Private Resources fills requests for economic, technical, and financial information on the part of U. S. Embassies and foreign governments in countries that no longer have USAIDs. It (a) provides a technical information advisory service at AID/W which puts inquirers in touch with sources of assistance, if the inquirers can pay, or provides materials if they cannot; (b) provides a U. S. anchor man for the inquiry service of the Organization for Economic Cooperation and Development; and (c) sponsors and prepares guides and directories on information resources in international development.

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